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U.S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION

Building New Carpenters

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MANPOWER ADMINISTRATION

The Emergency Employment Act

"Programs providing transitional employment in jobs providing needed public services and related training and manpower services can be a useful component of the Nation's manpower policies in dealing with problems of high unemployment and dependency upon welfare assistance, and providing affected individuals with opportunities to develop skills and abilities to enable them to move into other public or private employment."

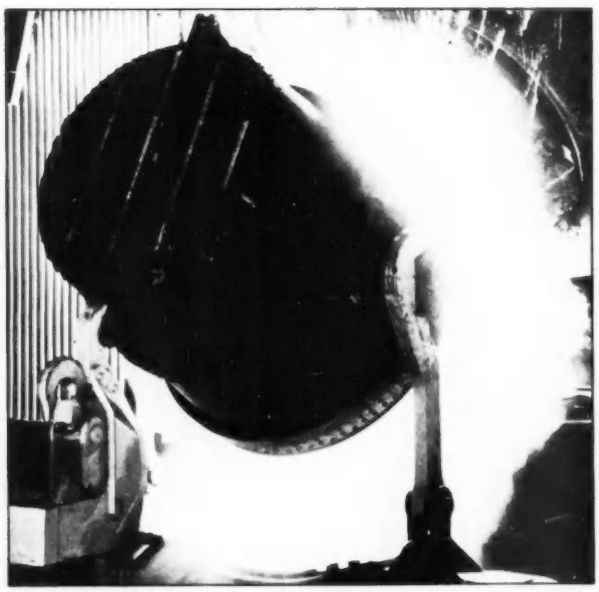
So said the 92d Congress in the Emergency Employment Act (EEA) of 1971.

On August 9, President Nixon signed legislation appropriating the $1 billion authorized for the first of the Act's 2 years.

One week later, the first jobless persons started work under the EEA in city, county, and State governments.

By Labor Day, the program was moving swiftly to place in jobs with a future additional numbers of the more than 130,000 unemployed and underemployed persons expected to get work under the EEA this year. Among them were many Vietnam era veterans, who get special consideration in the program.

A report describing how the EEA will operate begins on page 2.



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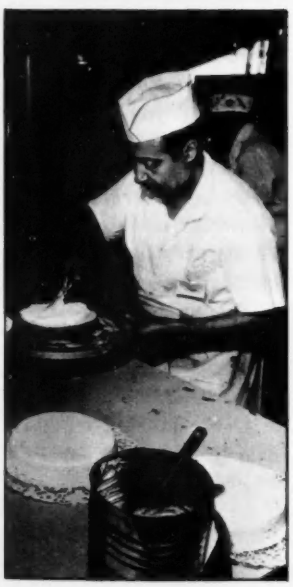

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BRIDGE TO A BETTER FUTURE

Emergency Employment Act Means Jobs and Improved Public Services

By DAROLD POWERS

The Government's newest manpower program, now underway in hundreds of States and cities, is designed to benefit both unemployed workers and citizens who need better services than their governments can otherwise afford. Authorized by the Emergency Employment Act of 1971, which the President signed on July 12, this program places unemployed workers in a variety of jobs selected by State and local governments—from hospital aides, teachers, and recreation leaders, to firemen and sanitation workers.

For the first year, the Emergency Employment Act (EEA) authorizes $750 million to be apportioned equitably throughout the Nation whenever the national unemployment rate stays above 4.5 percent for 3 consecutive months. This figure rises to $1 billion for fiscal 1973, the final year of the Act as written. Also, the EEA authorizes an additional $250 million each year for fiscal 1972 and fiscal 1973 to be spent for public service jobs in areas of substantial unemployment, that is, in local communities or areas within cities or rural counties whose unemployment rates are 6 percent or higher for 3 consecutive months, regardless of the national rate.

EEA is expected to open up about 130,000 jobs this fiscal year, depending upon the salaries paid for the jobs selected, which must be comparable to salaries of similar regular jobs. Designed as a short-term bridge between the present labor market and the anticipated future upturn in the economy, the transitional nature of the EEA is emphasized first by the express intent of Congress that wherever possible the jobs be those that will enable the worker to move into employment not supported under the Act, and second by the 2-year limitation placed on the program by Congress.

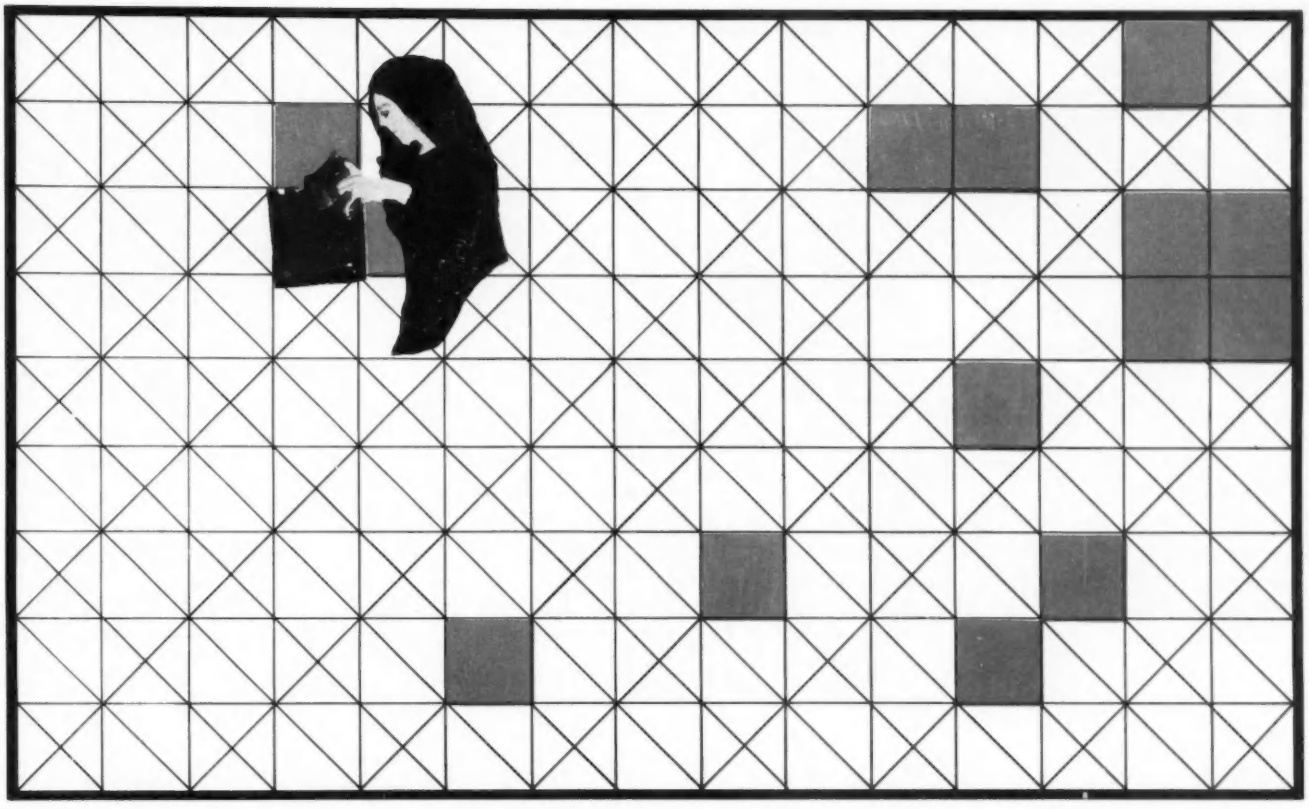
The Manpower Administration is requiring that governments conducting the program attempt to transfer at least half their EEA participants to permanent positions which do not benefit from Federal funds, and that they use at least half the regular vacancies in suitable jobs on their staffs for this purpose.

The new program is now the largest single program of the Manpower Administration, increasing its skill training and work experience budget by over 50 percent.

Public service employment offers a good basis for a transitional subsidized jobs program during periods of economic adjustment because employment has been increasing more rapidly in the public than in the private sector. Since the end of World War II, State and local government employment has more than tripled, from 3 million to more than 10 million, while Federal employment has increased much less. During the decade of the sixties, State and local government employment increased by more than 60 percent, more than three times the national average increase. In fact, State and local government employers were the source of 1 of every 3 new jobs produced during that decade.

In the seventies, State and local governments are expected to offer about 800,000 job openings each year, half due to replacement needs and half due to net growth. While these figures indicate the rationale for increased emphasis on the public sector, particularly in periods of otherwise slow growth in the economy,

Mr. Powers is a manpower analyst with the Manpower Administration's Office of Policy, Evaluation, and Research.



they do not signal a deemphasis on the private sector. After all, the private sector still accounts for 58 million of the Nation's jobs.

The public sector also is attractive because it is less subject to major economic ups and downs. Private employment has experienced four downturns since 1948, but employment in the public sector has not experienced declines of similar magnitude. While the Nation has not discovered a quick, economical, or publicly acceptable means of sustaining private employment when market conditions otherwise would require substantial layoffs, it is relatively easy to add or subtract jobs in the public sector. There is always a "market" for increased government services, regardless of the state of the economy. In fact, pressure for increased government services has been growing rapidly in recent years, even as local governments have been finding it more and more difficult to raise the tax revenues needed.

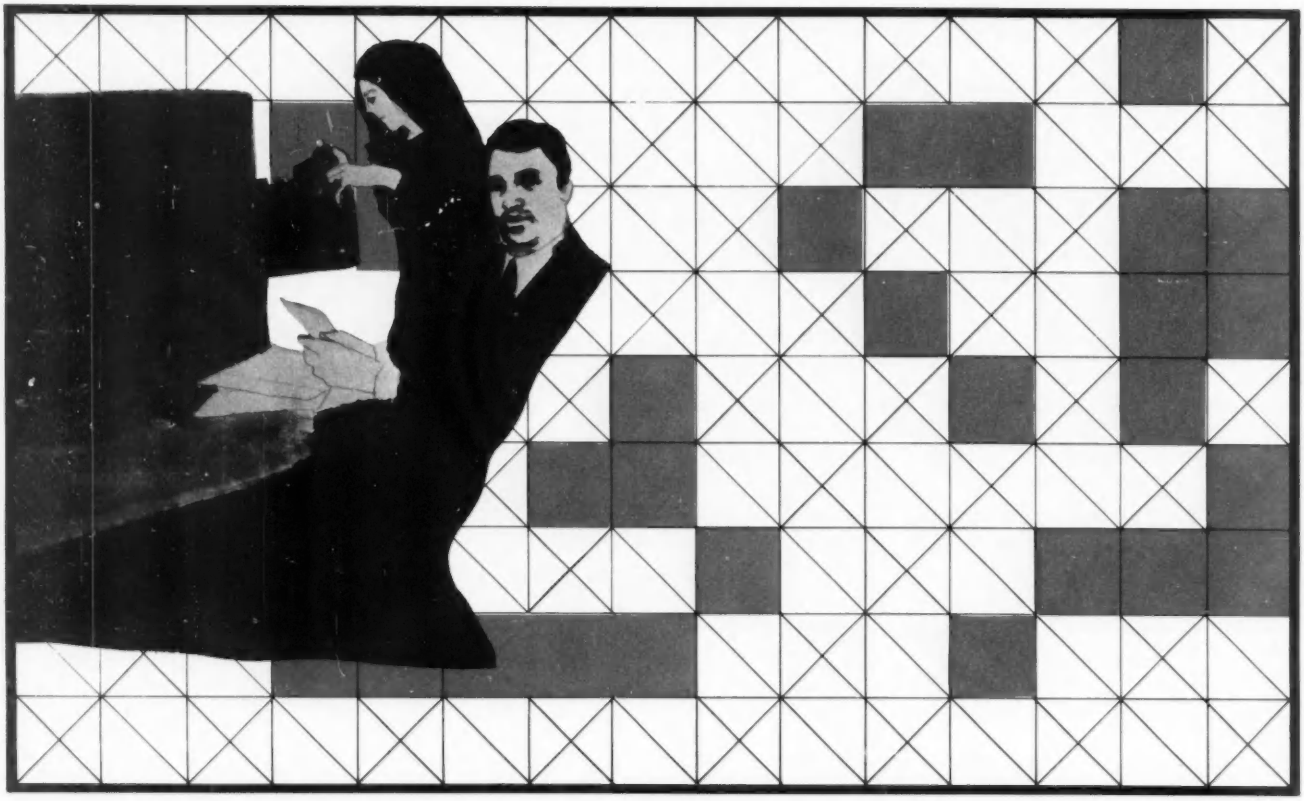
Though many people remember the Works Progress Administration (WPA) of the thirties, it is clear that the EEA of the seventies was born in different economic circumstances and has different aims. While the unemployment rate at the depth of the Depression hit 24.9 percent, the rate for the first half of 1971 averaged 6 percent or less. Secondly, a substantial share of the WPA effort involved new construction and public works projects. In contrast no EEA funds can be used for supplies, equipment, rent, construction or purchase of facilities. At least 85 percent must be spent in wage payments. EEA aims to put people to work in existing government agencies and services where the opportunity for transfer to permanent employment is much better, rather than create new, "make-work" agencies as was the case in the thirties.

It is often said that the Federal Government has had no experience with a large-scale public employment program since the WPA—that the EEA represents an entirely new learning experience for today's generation. However, both the Manpower Administration and many State or local governments have been able to gain relevant experience in recent years through several smaller public employment type programs.

The Neighborhood Youth Corps, initiated in 1964, presented the problem of finding appropriate temporary jobs in public agencies, and then placing the enrollees permanently in either the public or private sector. Operation Mainstream gave experience in the development of new public service activities, especially in the field of beautification. In the New Careers and Public Service Careers programs, which help low-income people gain new careers or promotions in public agencies, the difficulties in modifying unrealistic merit system requirements have been central.

Finally, in 1970, the Manpower Administration launched a small Supplemental Training and Employment Program in which recent manpower trainees and other unemployed persons in areas of high unemployment are given temporary assignments in public agencies. Each of these experiences is relevant in some way to problems being faced in the EEA program.

One of the first issues faced involved the number of local governments to which the Manpower Administration would distribute funds. Formerly unemployed people would need to receive paychecks under EEA just as soon as possible. Yet it would



be impossible to obtain authorization for enough additional staff members in the field, or to hire and train them quickly enough, to handle the volume of contract development, technical assistance, and monitoring which would be involved if every unit of State or local government, regardless of size, had its own project funded directly by Federal staff.

Thus, it was announced on July 23 that some 700 governmental units would be eligible for designation as "program agents." These units would be either States, cities with a population of at least 75,000, or counties with a population of at least 75,000 exclusive of the population of a designated city within the county. Cities and counties meeting these criteria have been designated by the Manpower Administration to act as "program agents" on behalf of all units of general government within their jurisdictions or to otherwise distribute funds and jobs equitably there.

Federal and State Indian reservations are also eligible to participate in the EEA. In smaller areas of a State, which are not included in the jurisdictions of city and county program agents, the program will be operated by the State government.

Another decision involved the method of apportioning 80 percent of the $750 million fund equitably among the States and areas as required by the Act. It was decided to give equal weight to the relative numbers of unemployed persons in each State and to the relative severity of unemployment (i.e., relative numbers of unemployed persons above those represented by 4.5 percent unemployment). Distribution of funds within each State followed the same principles to the extent feasible but was technically more difficult because the Department of Labor does not regularly maintain unemployment statistics for political jurisdictions but for labor market areas, that is areas within commuting distance of the place of work. Therefore, employment service offices throughout the Nation were called upon to make special estimates of unemployment numbers and rates for designated areas before the within-State apportionments could be completed.

Shortly after the appropriations act for the first year's full $1 billion was signed by the President on August 9, the designated program agents were given "start up" grants of 20 percent of the total annual funds for their areas. This was to provide an immediate start on planning and hiring, (30 percent of participants were to be hired with this initial funding), against the Manpower Administration's goal to have some participants on the job as early as Labor Day. Thirty days after the 20 percent grant, program agents were expected to have completed their initial planning and to have submitted a complete application for full funding and hiring authority.

Each program agent is required to distribute funds for its geographic area equitably to reflect the geographic distribution of unemployment in the area and to afford other smaller or specialized units of government the opportunity of hiring the unemployed. This is accomplished through the direct hiring of residents and through subcontracts to other local governments. A share of the funds allocated to each city and county program agent's area was set aside for use by the State government to establish State job opportunities

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within that area for residents of that program agent's area. In addition, Federal agencies are eligible to take part in the EEA program, to the extent their job opportunities meet the needs of the unemployed, within the areas in which activities are located and enhance local plans.

All job vacancies in the program except those to which former employees are being recalled, are listed with the State employment service and held open by the employer for 48 hours to permit referral of veterans who served in Vietnam or Korea since August 5, 1964. Otherwise, the program serves significant segments of the population—older Americans, migrant workers, poverty-level people—in proportion to their numbers among the locality's unemployed. Although both underemployed and unemployed persons are eligible, priority is given the latter.

Workers hired under the Act must receive the higher of the applicable minimum wage for the work they perform, or the prevailing wage for similar work at their workplace. In addition, they must receive the same fringe benefits and promotion opportunities as similar regular employees of the same workplace. Federal funds may not pay for more than $12,000 of a person's annual salary, and no more than one-third of the participants (except teachers) may be in "professional" work. Otherwise, the kinds of jobs to which EEA participants are assigned (and thus their salary levels) will be left up to the State and local governments so they can best meet the needs of their unemployed residents and the public service needs they identify.

Since the EEA requires efforts to remove unrealistic merit system barriers to the hiring of EEA participants, the U.S. Civil Service Commission has prepared general guidelines which are used by the Manpower Administration in judging how well program agents and other local units of government are living up to this requirement. These guidelines are designed to help State and local governments revise their merit systems to remove barriers and to make them more responsive to actual job requirements.

In addressing an early training session for EEA field personnel, Assistant Secretary of Labor for Manpower Malcolm R. Lovell, Jr., reemphasized President Nixon's statement that "dead-end" jobs must be avoided. He directed that program agents would be judged according to how many people they hire with their funds, how well they move EEA participants into permanent unsubsidized jobs, and how the status of former participants is improved in their permanent jobs.

Though the Emergency Employment Act is a temporary measure, public employment programs are expected to become a continuing part of the Federal manpower programs. Both the welfare reform and manpower revenue sharing proposals of the Administration would fund hundreds of thousands of public employment jobs. Therefore, the EEA program is being launched by the Manpower Administration not only with the aim of putting unemployed people to work quickly while improving State and local government services—but also with the aim of gaining experience and capability which can be transferred to longer range public employment programs as they are enacted. □

Putting Steel in the JOBS Program

By R. Heath Larry

By its very nature, the road out of poverty is difficult at best. It can never be a superhighway. For many, the journey can be a tortuous, defeating one.

At two plant locations in the Chicago area, South Works in Chicago and Gary (Indiana) Works, U.S. Steel is using specially designed training programs to make that road smoother—to widen it, to fill the potholes, to eliminate or reduce some of the curves. As a result, almost 5,000 persons have started up from the ranks of the unqualified, unemployed, and underemployed to new roles as proficient, productive, permanent steelworkers. The programs, which have the full cooperation of the locals of the United Steelworkers of America (USW), have been operating for about 2 years under four Job Opportunities in the Business Sector (JOBS) contracts funded for more than $10 million by the U.S. Department of Labor's Manpower Administration.

Developed with the assistance of the Manpower Administration staff in the Chicago area, the programs are excellent examples of industry and government working together to solve problems neither can solve alone. The programs serve two purposes: They offer partial solutions to a manpower problem we have at U.S. Steel and they give us an additional opportunity to meet a social need in the communities in which we operate.

Of the hard-core disadvantaged workers we have hired, 73 percent have completed the formal training. And of these more than 64 percent are still with us. Overall, nearly half of the people who have come to the company through the JOBS Program are still on the payroll, compared with a retention rate of 33 percent for gate hires. We think our retention rate compares well with JOBS projects elsewhere and with the results of other manpower programs.

Both Gary and South Works are located in the chronically tight labor market of the Middle West and are competing with other employers for a limited supply of industry-oriented, adequately educated workers. For many years, a large proportion of the young men who joined U.S. Steel were from steelworker families, oriented to industrial needs and expectations through family experiences. Now, however, the majority of applicants lack the skills and the industrial and educational backgrounds they need to perform adequately in industry. The training programs are helping to prepare them for this demanding work and to ease the manpower crunch.

Today's applicants, though many of them lack industrial orientation, basically have the same characteristics as former applicants—the same habits, attitudes, ideas, ideals, hopes, dreams, and thoughts. These individuals have not been reared in a vacuum, but have a wide knowledge of life. In designing the program, we were careful not to judge each person's characteristics as right or wrong, but to give the trainee the chance to adapt to the needs of industry and to transfer his existing capabilities to patterns of behavior acceptable in a plant.

The South Works program got underway in November 1969, when it opened a training center near the plant. The Gary Center opened in January 1970. Each center was designed with various sections—offices, classrooms, and a "vestibule" training area for each participating department or division in the plant. Through counseling, education, simulated job experience in the center, and on-the-job training in the plant, trainees are prepared for entry-level or higher jobs.

Mr. Larry is vice chairman of the Board of Directors of U.S. Steel Corporation.

The orientation, vestibule, and on-the-job training, together with industrial counseling, are handled by specially selected and prepared U.S. Steel employees. Job-related education and personal counseling, however, are provided by the Economic and Manpower Corporation (EMC), a company which specializes in supportive services and manpower development.

To obtain recruits for the program, it was necessary to develop community liaison teams. Because of lack of confidence or knowledge, or past failures in applying for jobs, the potential trainee may shy away from the employment offices. The liaison teams coordinate all community resources in bringing these individuals out of hiding. These teams consist of both community and employment-oriented individuals who assist the prospective trainee through the process of being certified by the State employment service as hard-core unemployed—and therefore qualified for the program—and through the hiring sequence.

To date, more than 4,900 participants have gone into training. Operating on a two-shift schedule, the original program consisted of 12 weeks of training center activity. Now the center sequence is completed in 9 weeks. A final week of full-time work in the plant acts as a transition from the center to the mill. Average starting wage at time of hire, was $2.89 an hour plus fringes and pay commenced with the first day of training. Trainees hired subsequent to August 1, 1971 start at $3.39 an hour.

The program in the center consists of in-depth orientation to the industrial setting, basic education presented in a "steelized" curriculum, and vestibule training under simulated mill conditions. Personal and industrial counseling are always available.

The orientation consists of 40 hours spread over the first 5 weeks of training and leaves the trainee with an understanding of industry and its expectations. Included are introductions to the work routine, to the plant, and to U.S. Steel, together with discussions of positive work habits, employee benefits, and union relationships. Personal and industrial safety, plant rules, and career opportunities are stressed throughout the 40 hours. To supplement discussions, trainees are taken on mill tours.

Job-related basic education originally required 228 hours of classroom work

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but has since been trimmed to 160 hours. Depending on the results of tests given the first day of the program, each trainee is assigned to one of three classes: The basic course, for those testing below the 5th grade level; the advanced, for those between the 5th and 8th grade level; and the high school completion, for those above the 8th grade. Trainees who successfully finish the high school course are encouraged to try to qualify for their high school equivalency certificates by taking the General Educational Development (GED) test given in cooperation with the local school system.

The 80-hour vestibule training period is the heart of the project. It enables trainees to master the basics of the jobs they will be expected to perform. Under the tutelage of job trainers, they learn in a gradual step-by-step process without the pressure and distraction of a mill environment. All begin as laborers and work up to jobs such as recorders, car checkers, hookers, machine repairmen, and rigger and crane helpers.

Where possible, job-related equipment such as fork-lift tractors and blast furnace mud guns and slag runners has been installed in the vestibule training area to duplicate production operations. Where the size, weight, or cost of equipment or materials is prohibitive, models have been made to simulate actual operations. Working with the actual or model equipment, the trainee overcomes many of his fears and uncertainties and gains confidence in his ability to perform productively in the industrial environment.

Mrs. Frazier Wilson demonstrated a remarkable ability to apply what she learned at the training center to her assigned job at the plant. A high school dropout who came to Chicago from Alabama looking for an opportunity, she had the capability and desire to excel which attracted the attention of her general foreman in the plate mill. On his recommendation, she graduated early from the program, has handled several job assignments successfully, and now earns $3.93 an hour plus fringes.

The most important individual in the training program is the job trainer. He may be a foreman or an experienced production employee. In all cases, he is a specially selected volunteer for the project who knows the requirements of each job in his own department and has a special dedication to helping people. Having developed the materials and techniques necessary for his particular program, he remains involved with the recruits assigned him throughout the training period. He is instructor, counselor, supervisor, and friend—a combination calling for know-how, patience, determination, and understanding.

Throughout the vestibule phase, the trainees make frequent visits to the plant to see the things they have practiced and learned being performed in actual operations by experienced workers.

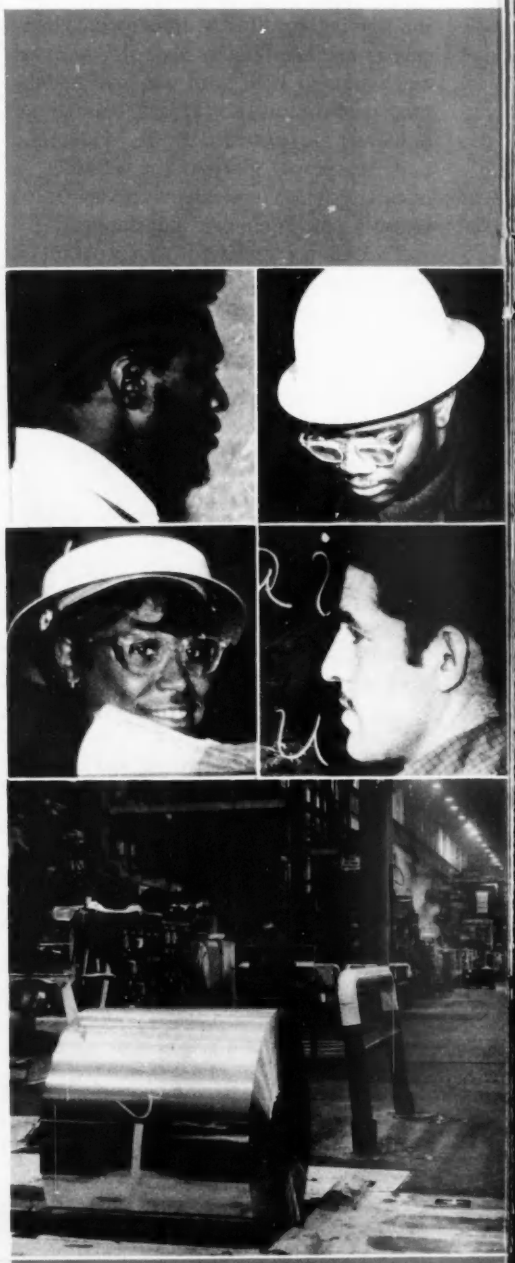
The move from poverty to productivity cannot be completed until the trainee has surmounted the personal and social problems which prevented his being able to find and hold a job. To help him do this, two types of counseling are available—personal and industrial.

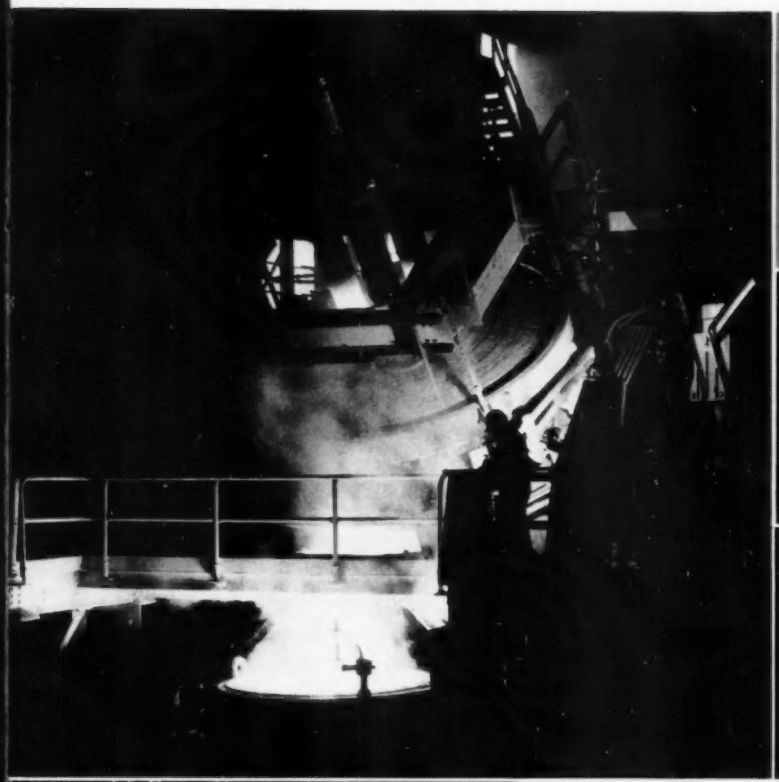
The EMC counseling staff parallels the ethnic composition of the participants, about 80 percent of whom are black and 15 percent non-English-speaking whites. Women counselors are provided for female trainees. Counselors are selected on the basis of their ability to relate to trainees rather than their academic accomplishments.

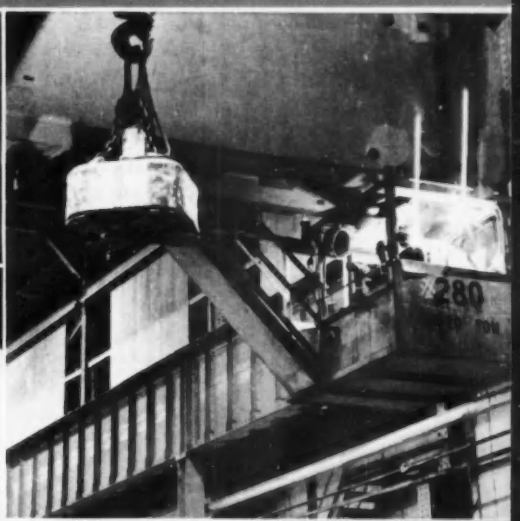
The principal concern of the counselors is to keep people on the job—often referred to as the "hunt and chase" activity. Personal counseling covers a wide range of problems—being drunk on the job, involvement with the police, credit difficulties, disputes with landlords, and family troubles.

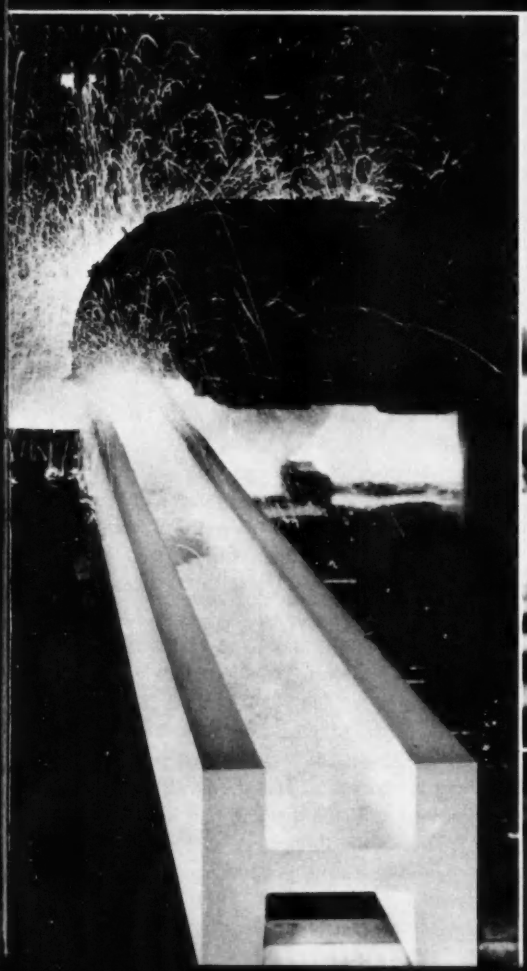
Industrial counseling, on the other hand, zeroes in on problems resulting from the strangeness of the work situation or perhaps the failure to understand some portion of the job which may cause the trainee to give up. Because it is job-oriented, industrial counseling is one of the responsibilities of the job trainer.

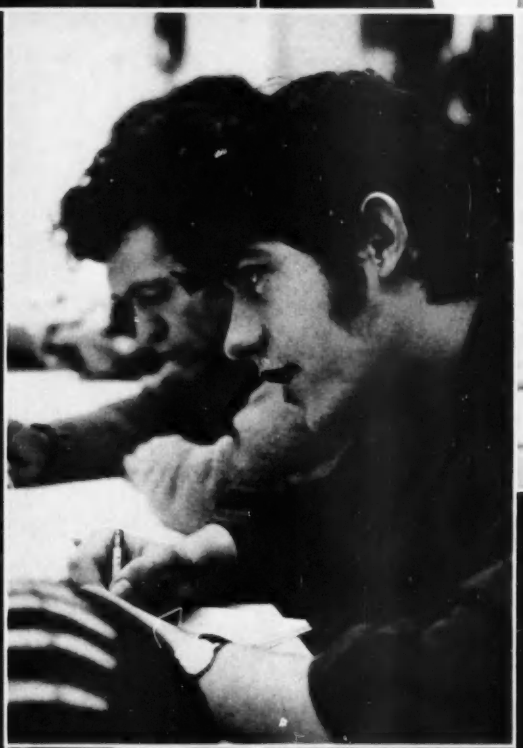
Enthusiastic former trainees sometimes help with counseling and training. One of these is 27-year-old John Winston, an early recruit who is now paid $4.29 an hour to select the proper grade of steel to be processed for a given order. Winston returns to the training center on his own time to help coach newcomers and tell them how they can make it, as he did. Willingness to work is the key, he says.











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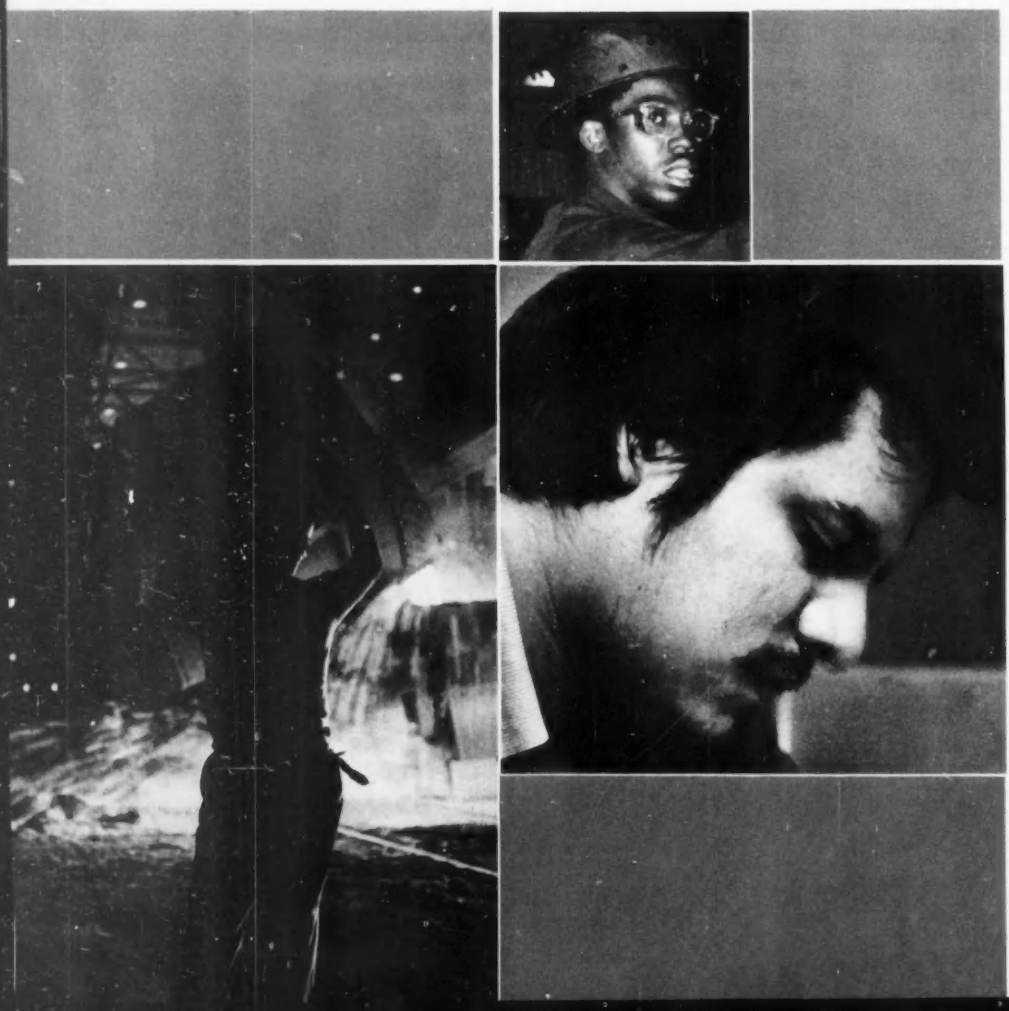
At the end of the vestibule phase, the trainee is taken by his job trainer to the division where he will be assigned. This helps in taking the giant step from the training center to the plant. The foreman is introduced to the new employee and advised of his training experience, including the specific jobs for which he has been prepared.

The next day on-the-job training begins. It continues on alternate days from the sixth through the ninth week of the program and permits the trainee to get the feel of the mill, to experience the pressure of production, and to learn the rules of the game by playing. The alternate-day assignment reduces the shock of taking the big step into the mill. On the days he is not on the job, the trainee receives job-related education and group counseling in the center. These group sessions are conducted jointly by the job trainers and EMC personal counselors, and help the trainee to uncover, as they develop, fears and uncertainties which may prevent him from making a satisfactory adjustment to the plant.

During the 10th and final program week, the new steelworker is assigned full time in the plant. He is under the supervision of the foreman and supported by the job trainer during this transitional period.

Something rather novel about the programs at Gary and South is their inclusion of women as trainees. It is not unusual to find that "the man" in the asbestos suit, heavy metatarsal shoes, and protective helmet and glasses is, after all, a woman. The opportunity to advance their education, to have the security of a skill, and to get a regular paycheck is as attractive to women as it is to men.

Mrs. Novella Parker, for example, was a sandwich shop waitress in Gary, supporting her two children on wages of $1.65 an hour. She entered the Central Mills Division as a car checker and has advanced three steps. Her earnings are now $3.66 an hour plus fringes and she says the program has helped her become independent. "Above all things," she says, "it has given me and my children security." Our experience shows that female trainees are highly motivated and are seldom late or absent. Only a few have quit.



Hiring the disadvantaged often places an additional burden upon steel plant management. Unschooled, unskilled, and unmotivated new hires frustrate the efforts of front-line foremen to meet production schedules and quality standards. Our JOBS Program has been designed to help the foreman reduce this gap between street experience and industrial know-how and desire.

So that plant management could better understand the purpose of the project, how it benefits both the new hire and the front-line foreman, an 8-hour supervisory program was conducted by plant personnel. Involving 20 supervisors from all levels of management, the sessions included an explanation of the program, its economic importance, and the foreman's role in its success. Since many foremen had had generally negative experiences with the target population, extensive discussions were held concerning the emotional, physical, and sociological characteristics and needs of the trainees, including suggestions as to how the foremen could help the new workers adapt to the job.

Some of our foremen were pessimistic at the outset of the program. Further, they resented the additional responsibility of developing unqualified recruits with the accompanying expenditure of time and effort. Today, many of our front-line supervisors welcome the qualified employees produced by the program.

Top plant management is also favorable to this manpower training effort. "The labor market in the Chicago area has been a problem for several years," said Charles M. Kay, South Works' general superintendent. "This program, which gives us trained personnel equipped to do a job, is helping us solve it."

J. David Carr, general superintendent at Gary, sees a twofold benefit. "In addition to having trained personnel fill the job openings in the plant, we are also helping the Gary area solve its unemployment problems," he said. "Hundreds of people are moving into the work force equipped with marketable skills and will be using those skills in useful, productive jobs." □

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News&Notes

The move towards a 4-day 40-hour week continues. John Hancock Mutual Life Insurance Company will put some 290 employees on such a schedule this fall for a 13-week trial period. The Long Beach, Calif., police department also is trying it out for 250 patrol officers. After 4 months, it reported overtime was down 17 percent from the same period last year.

* * *

The Manpower Administration and the Law Enforcement Assistance Administration are teaming up to train 140 American Indians for law enforcement jobs. The project will be carried out in Montana, North and South Dakota, and Wyoming. The Indians will earn about $1.80 an hour during a year of combined on-the-job and classroom training for jobs as community service officers. Total cost will be more than $940,000.

* * *

Marvin H. Kosters, 37, senior staff economist for the Council of Economic Advisers, has been appointed Associate Manpower Administrator for Policy, Evaluation, and Research. Kosters joined the Council in September 1969. He was employed by the Rand Corporation from 1965 to 1969 as an analyst, specializing in manpower and defense problems. He formerly taught economics at the University of Chicago and the University of California at Los Angeles. A veteran of the Korean conflict, he served in an Army engineering battalion.

* * *

Forty more minority youths will be prepared for apprenticeships in Birmingham, Ala., with the aid of the U.S. Department of Labor's Manpower Administration. An Apprenticeship Outreach contract for $61,656 has been awarded to the Birmingham Building and Construction Trades Council. Outreach prepares minority youth to pass oral and written entrance tests through a concentrated tutoring program of up to 10 weeks. In its previous contract, the Council placed 45 minority apprentices in the building trades. The Outreach Program has placed more than 9,100 minority apprentices throughout the Nation over the past 3 years. These include blacks, Mexican Americans, other Spanish-surnamed youth, Indians, Asiatics, and Orientals.

Women recently won another legal battle for equal pay. A U.S. District Court in Pennsylvania has ruled that Food Fair Stores, Inc., must pay women and men cashiers the same rate under the Federal Equal Pay Act. The court said that while male cashiers had different titles than their female counterparts, their duties were substantially equal. It was the first equal pay decision involving a retail food supermarket.

* * *

Unions, employers, and minority representatives in Cleveland have reached agreement on a plan to increase minority hiring in the construction trades, Secretary of Labor J. D. Hodgson has announced. Cleveland is the 27th city to work out a "hometown" plan approved by the Labor Department for minority hiring in the industry. Under the Cleveland Plan, the parties agree to make every effort to increase significantly the level of minority group representation in each construction craft over the next 5 years. The agreement covers all federally funded construction in the greater Cleveland area.

* * *

More than half a million returning servicemen are expected to recieve $310 million this year in unemployment insurance to tide them over until they find work, according to Assistant Secretary of Labor Malcolm R. Lovell, Jr. Payments are made through the Federal-State unemployment insurance system. Basic benefits for single persons range from $50 a week in Mississippi to $80 in Hawaii. A top of $114, including dependency allowances, is granted in Connecticut.

* * *

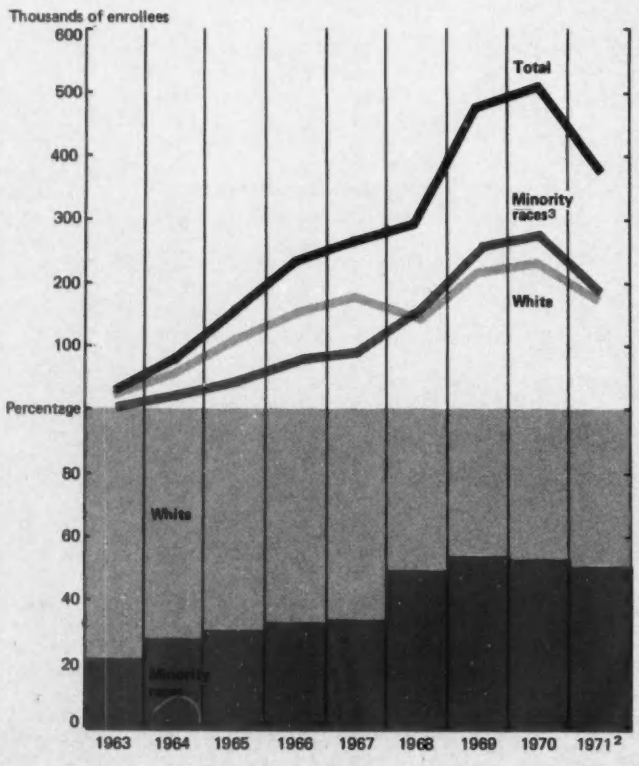
The Manpower Administration is giving another $5 million to the Opportunities Industrialization Centers (OIC). This money will help about 3,500 more disadvantaged people to prepare for and find jobs. In 7 years, OIC, with branches around the country, has trained 66,000 people in various skills and placed 41,000 in jobs. About $70 million has been provided by the Manpower Administration. OIC also gets funds from other Federal agencies and from foundations, charities, and other private donors.

Words & Figures

Minority Enrollment in Manpower Programs

Minority races accounted for more than 50 percent of all new enrollments in manpower training programs in fiscal year 1971, a rise from 23 percent in fiscal year 1963. There were approximately 8,000 minority race trainees in occupational training in fiscal 1963, the first year of operation of the Manpower Development and Training Act (MDTA). Since then, enrollment in training programs and the participation rate of minority races have risen substantially. In the first 3 quarters of fiscal 1971, 373,000 new participants enrolled in five major federally funded occupational training programs—MDTA Institutional, MDTA On-the-Job Training, Concentrated Employment Program (CEP), Jobs in the Business Sector (JOBS), and the Work Incentive Program (WIN). Slightly more than half of them, 52 percent, were minority races.

New Enrollments in Manpower Training Programs[1]
Fiscal years 1963-1971



[1] *Includes MDTA Institutional, MDTA On-the-Job-Training, CEP, JOBS, and WIN*
[2] *July 1970 through March 1971*
[3] *Negroes, American Indians, Orientals, Eskimos, and Aleuts*

The growth in enrollments and shifts in the racial composition of trainees since 1963 reflect the inauguration of new programs aimed at improving the use of the Nation's manpower. Research and program operations revealed relationships between unemployment, job market disadvantages, and poverty that indicated new approaches were needed to solve manpower problems.

When the MDTA was enacted the unemployment rate was 5.5 percent. Many believed that automation was the major cause of the high level of unemployment. Government officials estimated that automation was displacing 4,000 workers a week, the equivalent of 200,000 jobs a year. They placed top priority on retraining displaced workers for unfilled jobs created by the new technology.

It was quickly recognized, however, that the hard-core unemployed were not primarily workers displaced by automation but individuals who had a variety of disabilities that placed them at a disadvantage in the job market. They lacked marketable job skills, and they were handicapped by low educational attainment, poor health, and transportation and family problems.

Studies have shown that minorities are over-represented among the poor. In 1969, the rate of poverty among minority races was about 27 percent, more than three times that of white families. A study of white and minority families for 1965-1966 showed that the escape rate from poverty for white families was 38 percent compared with 25 percent for minority race families and that minority families were twice as likely to fall below the poverty level.

To assist the poor and disadvantaged to overcome their job market handicaps, new manpower programs incorporated orientation to the world of work, remedial education, and other special services. Although the program emphasis and the racial composition of trainees have altered over the years, the basic concepts of manpower training have remained essentially unchanged. They still are to alleviate the hardships of unemployment, to upgrade the skills of the labor force, to improve the use of the Nation's manpower resources, to reduce the cost of public assistance, and to place persons in employment in shortage occupations.

Building New Carpenters

What this country needs is more skilled carpenters, says Joe Miller.

The National Association of Home Builders (NAHB), for whom Miller works, agrees. Miller is director of NAHB's carpenter training contract with the U.S. Department of Labor's Manpower Administration and the Department of Health, Education, and Welfare. NAHB is bringing into the trade thousands of men normally considered too disadvantaged or otherwise unqualified to learn this skilled occupation. The basic idea is that with special help and instruction, provided by the Home Builders and paid for by the Federal Government, these men can tackle and master the work.

The NAHB is now carrying out its third Manpower Development and Training Act (MDTA) contract to give apprenticeship entry or preapprenticeship training in carpentry. Under the first contract—for $788,000—1,055 men in 17 States started the training and about 900 of them went on to work as apprentices in well-paying carpentry jobs in the home and apartment building industries. The second contract, for $847,000 involved some 1,276 trainees in 21 States, and 966 are now in apprenticeship slots in the industry. The third contract calls for the training of 570 men (of whom 165 are journeymen to be upgraded) at a Federal investment of almost $498,000.

The project has paid off handsomely already for many of the trainees. Philip M. Polivchak, NAHB director of manpower development, estimates that 500 of them are journeymen or are working for journeymen's pay. The flexible standards set up by the NAHB permit many men to finish training ahead of the normal 4-year apprenticeship period. They are given credit for previous experience and for special aptitudes for the work. Consequently, many get through in 3 years or less. And, for better or worse, the shortage of good carpenters in some parts of the coun-

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try is so acute that many trainees are snatched from the program way ahead of time by eager employers.

An example is Larry Bingham, 31, of Wheat Ridge, Colo., who was referred to the program by the Denver Labor Council, AFL-CIO, and the Colorado Division of Employment after a term in the State penitentiary. After completing 6 weeks of preapprenticeship training in March 1970, he began regular apprentice training while working for a Denver builder, starting at $2.25 an hour. He caught on fast, having held several jobs as a general construction worker before going to prison. Late last year he was hired by a local brewery to build cellars for storing beer. He doesn't have a journeyman's certificate, of course, but the company is satisfied with his work, he is called a carpenter, and he earns $5.10 an hour.

A Skill Is Insurance

Bingham says he could not have made so much progress without the formal training. "I'd worked in construction before, but this time I got a lot more technical grounding. Before, I put so much plywood over a certain space because someone told me to do it. Now I know why.

"Carpentry is a good thing. One day there's nothing there, and the next day there is. It gives you a sense of achievement."

Miller, a former carpenter himself, feels the same way. He thinks there is no finer occupation for a man to pursue, and among its attractions he counts the pride in craftsmanship and the security.

"If I had it to do over again, I would do the same thing," he said. "One of the finest things you can do in life is to build something. On my first job as an apprentice I built a church on an Indian reservation in South Dakota. I was 16 at the time—44 years ago. Even today, when I'm out there, I take my friends by and show it to them. It's still standing."

As for security, Miller says having a skill like carpentry is "the best insurance for continued employment. I was never out of work even during the Depression."

The demand for carpenters remains high because, like so many other skilled craftsmen, they are in short supply. Polivchak estimates that the annual dollar amount of construction has doubled in the past 10 years but the number of "construction mechanics," meaning workers in all the skilled trades, has remained about the same—3½ million. Bureau of Labor Statistics reports show a slight decline in carpenters in recent years—down from about 896,000 in 1957 to about 885,000 in 1969. The Associated General Contractors of America predicts a shortage of 132,000 by 1975 based on current trends in job openings and training.

Miller thinks he knows the reason for the shortage. In the old days craftsmen were the sons of craftsmen, he said. His own stepfather was a carpenter and a contractor, and he moved into the trade quite naturally. Preapprenticeship took place right in the home. But that's no longer true. Craftsmen have become so affluent that many of their sons are going into the professions.

So Miller believes the building industry has to recruit outside craftsmen's families. And it should not quibble about educational qualifications. "Most of the guys I worked with as a kid—a lot of them were Swedes and Norwegians—didn't have an eighth grade education, and they were damned good mechanics."

He feels the apprenticeship entry and preapprenticeship training the NAHB offers can take the place of the old family traditions and bring many disadvantaged and minorities into the trade. "Here are people who could fit into our society so easily and become self-respecting and self-sustaining citizens because of the high pay in the construction industry."

Trainees in the NAHB program who go on to get their journeyman certificates wind up earning $4 to $6 an hour, and often more if they work under union contracts.

The preapprenticeship and apprenticeship entry training helps ease the transition of people into the trade and helps them successfully acquire the qualifications for journeymen. Preapprenticeship provides them with 6 weeks of full-time instruction and training before going on the job. They learn the basics of carpentry, and some math. They receive practical instruction in the use of hand tools and actually carry out some minor building projects. They learn safety rules and what to expect on the job. Some have to be taught basic work habits. Generally, they get a well-rounded picture of what they can expect to find when they go to work as apprentices.

When the 6 weeks are up, they know enough about the trade to be of help to a contractor. They are then placed with a builder and given 16 weeks of on-the-job training. Then they become registered apprentices. Depending on the area, they receive a starting wage of 50 to 75 percent of that of a journeyman.

Men who look more promising at the outset can skip the preapprenticeship part. They are given on-the-job apprentice entry training from the beginning and take related classroom instruction at night—3 hours twice a week for 24 weeks.

Generally large builders prefer the 6-week preapprenticeship schedule; small builders the on-job entry training. Either way, the time is counted towards the trainee's apprenticeship requirements. When a trainee finishes his apprenticeship, he receives a completion certificate —from the State if it has an apprenticeship program, from the Federal Government if not.

Solving Personal Problems

Trainees are recruited through the State employment services and by newspaper ads. The 123 programs in 45 communities are run by the local affiliate of the NAHB under the direction of a full-time coordinator, usually a journeyman carpenter. He recruits trainees, places them with local contractors, and sees that they are on the job and are getting well-rounded work experience.

And he often must assist individual trainees with a variety of personal problems that can make the difference between their success or failure. The coordinator in Clearwater, Fla., for example, had to bail out of jail a 25-year-old trainee. A coordinator in Virginia discovered three of his young trainees were exhausted halfway through the workday because of poor cooking and eating habits; he called in a home economics counselor to teach them the rudiments of good nutrition. A coordinator in North Carolina persuaded a judge to place a trainee convicted of a crime on probation instead of sending him to prison.

Labor Dept. photos by Robert Moeser

The coordinator also helps to determine what type of skill-related instruction will be needed. Classroom training usually is done in a local trade, technical, or high school. There are 15 to 20 hopefuls in most classes. To date, nearly half of the recruits have been minorities or other disadvantaged persons. Although there are no upper age limits, most trainees are 18 to 30 years old and very few have completed high school.

One group of trainees in Raleigh, N.C., consists of 15 youthful offenders who were selected through the local chapter of Jobs For Ex-Offenders, Inc. After taking their 6-week preapprenticeship course, they were transferred to a State minimum security institution where NAHB provided the 6-week preapprenticeship training course. Jobs were obtained around the State for the 15 trainees who were released to go to the cities where they work with contractors and report to a local probation office. If they stick with the program, in a few years they will be journeymen carpenters.

Miller thinks the normal 4-year apprenticeship training period may be too long. "When I was an apprentice 44 years ago, it took 4 years," he said. "But now with a better quality of related education, this should change. We should be able to do it faster and train more people.

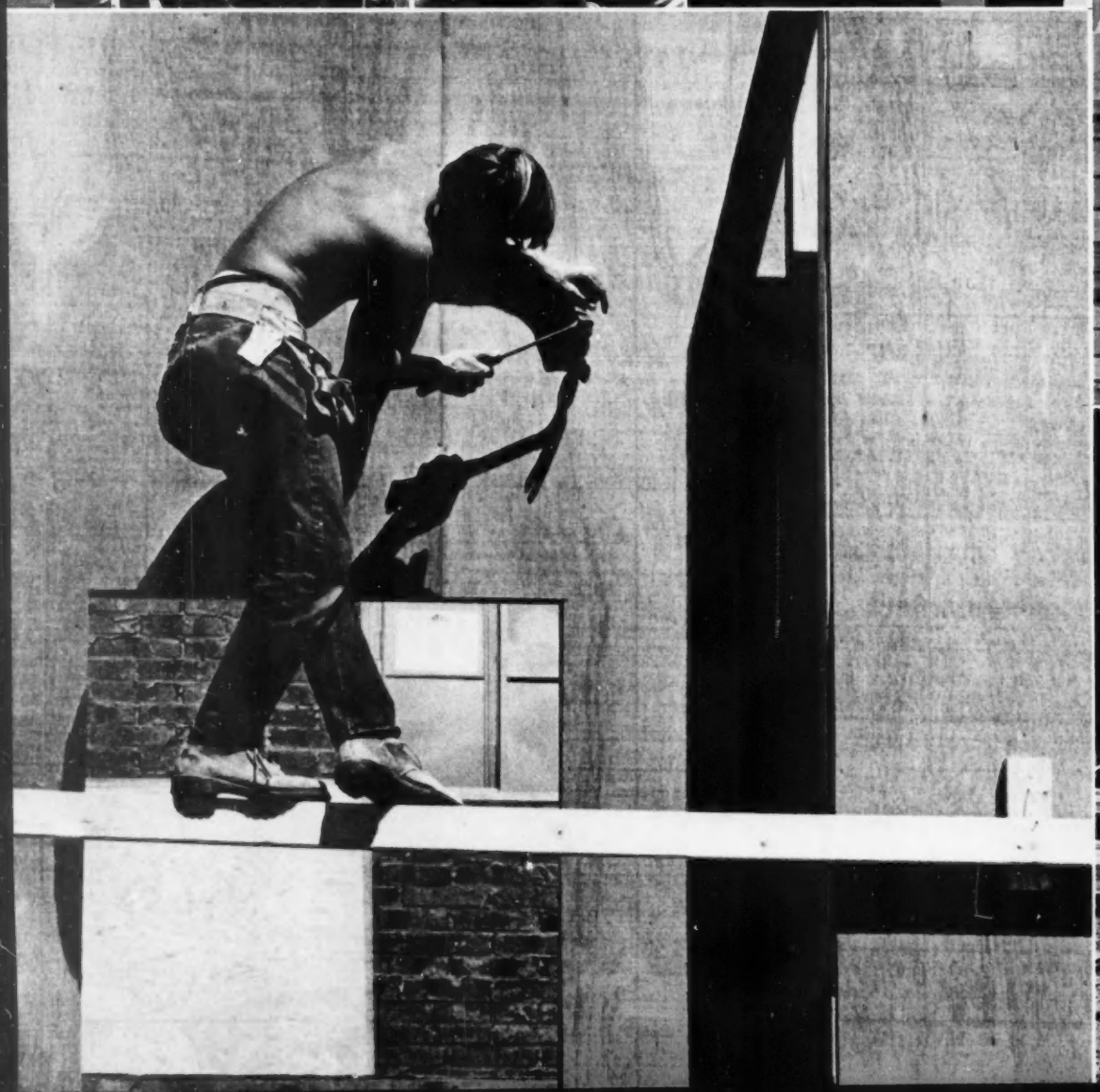
"When a man finishes 4 years of work and training, he's often qualified to be a foreman or supervisor. But the real shortage is the person who simply wants to be a carpenter, not a foreman, not a supervisor, not a contractor, but a carpenter.

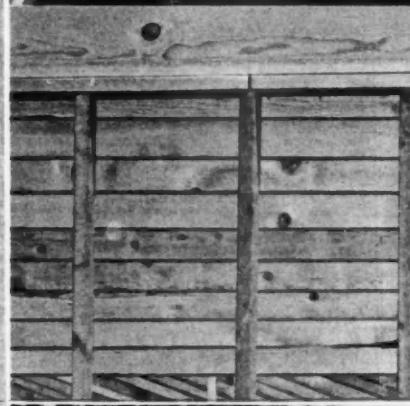
"That's who we're neglecting, the guy who can't pass a lot of tests, and doesn't have a lot of academic training. He simply wants a job to support himself. What happens to the man who just got through the fifth grade? He needs to support himself and his family. But he's been bypassed."

Entrance qualifications and the length of training for local apprenticeship programs are based on national standards drawn up by the carpenters' union, the Associated General Contractors of America, and the NAHB and registered with the Manpower Administration's Bureau of Apprenticeship and Training or the State apprenticeship agency. These standards require 4 years of work experience and on-the-job training plus 144 hours a

New Carpenters *continued*

NAHB trainees in Salt Lake City work on all types of housing, from custom-built single family homes to low-income multiunit dwellings.





year of related classroom instruction. Credit is allowed for previous experience in the trade.

In practice, however, local programs administered by the Home Builders tend to be less stringent than those administered by joint apprenticeship councils, which are composed of representatives of union locals and contractors who hire union labor. Most commercial and industrial building is done by union labor, and wages are generally higher than for home construction, normally done by nonunion help.

The NAHB has not been content to train carpenters alone. It also is training 2,600 bricklayers under a $548,000 Transition Program contract jointly funded by the Department of Health, Education, and Welfare and the Manpower Administration in cooperation with the Defense Department. The trainees, many of them Vietnam veterans, are selected at 11 military bases around the country. The Transition Program seeks to start training servicemen shortly before discharge in a marketable civilian skill for an industry that needs them. NAHB, the Masons Contractors Association of America, and the bricklayers union cooperated in developing the training and are working together to place trainees in the area of their choice after they leave the service.

'Irrelevant Educational Pap'

But as important as these programs are, Polivchak feels something more is needed. "It's our judgment that we will have to duplicate every structure now existing in the country, through expansion or replacement, by the year 2000," he said. Housing starts hit a record seasonally adjusted annual rate in May of 1,931,000 units and are continuing to rise. What the country needs, Polivchak maintains, is massive infusions of new men into the building trades. "The most significant thing the Government could do is to subsidize all apprenticeship training," he said.

The NAHB last spring called on the Government to do just that. It suggested a $2,000 per trainee subsidy payable only "to groups having registered apprenticeship standards that are recognized by the Bureau of Apprenticeship and Training or the appropriate State or Territorial Apprenticeship Agencies." The money would be used for administration, employer reimbursement for nonproductive time, training materials, related classroom instruction, training equipment costs, staff training, and safety programs. The NAHB feels that such a program would encourage training of more apprentices, cut the dropout rate, strengthen training, help the small employer, and boost the prestige of the crafts.

And it contends that the money would be better used than much of what is now being spent on education. NAHB training officials point to a speech by Sidney P. Marland, Jr., U.S. Commissioner of Education, who earlier this year told the convention of the National Association of Secondary School Principals:

"Of those students currently in high school, only 3 out of 10 will go on to academic college-level work. One-third of those will drop out before getting a baccalaureate degree. That means that 8 out of 10 present high school students should be getting occupational training of some sort. But only about 2 of those 8 students are, in fact, getting such training. Consequently, half our high school students, a total of approximately 1,500,000 a year, are being offered what amounts to irrelevant, general educational pap."

Polivchak contrasts this to apprenticeship where "every training dollar goes for a person in a job learning a new skill. All the money we receive from the Government trains men for actual jobs."

In college and high school, Polivchak added, "90 percent of our educational dollar goes into the academic curricula, towards training or educating people who fill only 15 percent of the jobs, the doctors, lawyers and other people whose occupations require a college degree.

"If the other 85 percent don't go to college, or if they go and drop out, they're convinced they're failures. So they start off their earning years without a marketable skill and with a sense of failure.

"It should be the right of every student to receive training in school that teaches him a way to earn a living. We need to develop programs to restore pride in craftsmanship and to promote the dignity of skilled labor." □

WHEN DISASTER STRIKES

Florida Farmworkers Find Jobless Pay System Can React Quickly in an Emergency

By JACK SUTOR

Manuel Garcia, his wife, and their eldest son had been huddled by the side of the Texas road since dawn waiting for the crew leader to come in his truck and take them to work in the fields. By midmorning it was obvious he wasn't coming. There would be no work again today. Freeze and drought had decimated the harvest in Texas' Rio Grande Valley.

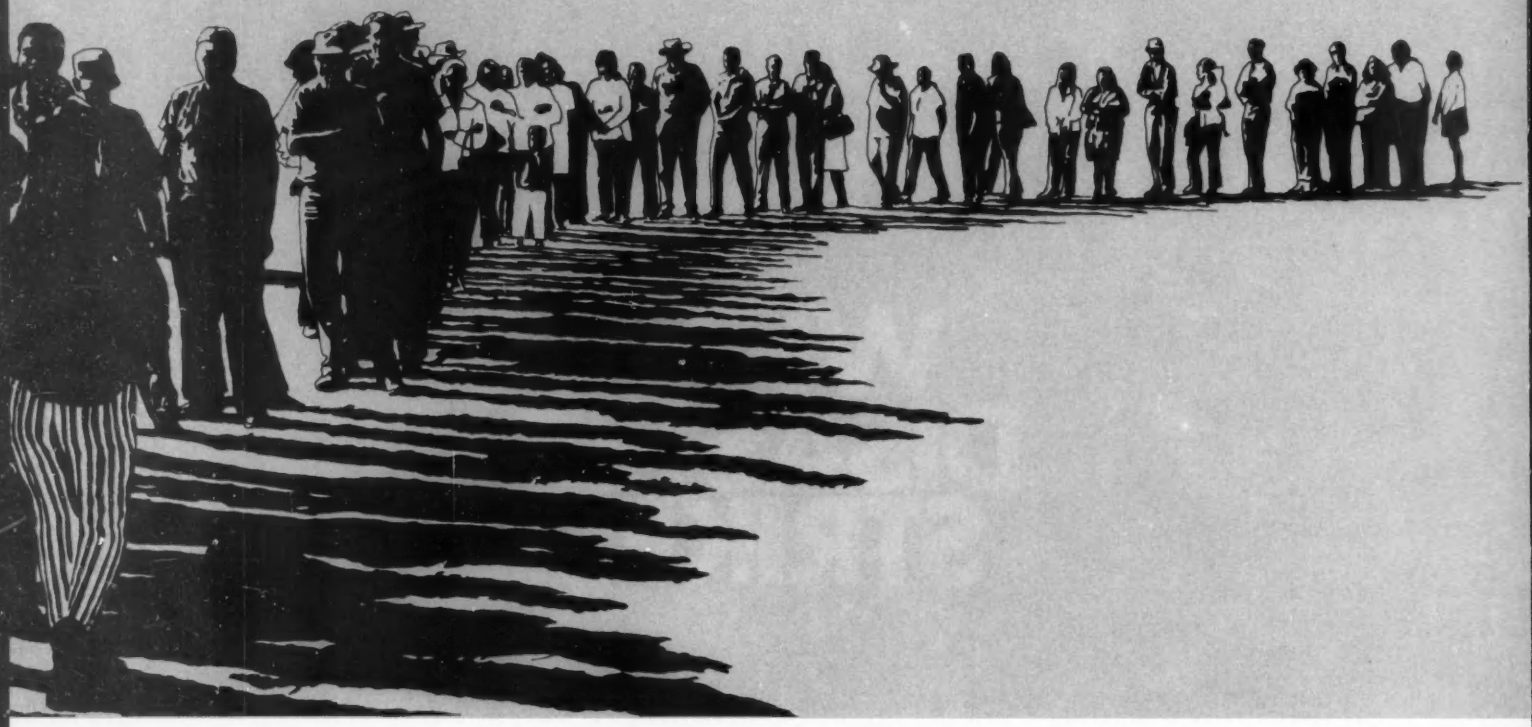
"We are going to Florida," Garcia announced. "It is always warm there. The harvest will be better."

After a meal of beans, the family—parents, five children, and the grandmother—piled into their battered 1959 station wagon and headed for the rich mucklands on the edge of the Florida Everglades.

During the long night and the next day, the family sustained itself on talk of how good things would be when they got to Florida. When they stopped for gas, they met other migrants heading southeast. The tired, hungry travelers reassured each other. "Things will be fine when we get to Florida. Tomorrow night we will be warm and we will have plenty to eat. The boss will be glad to see us. He will give us money for food."

The Garcias do not speak or read English. They had no way of knowing that the same freeze that had ruined the Texas harvest had seriously damaged the winter vegetable crops in south Florida. When they arrived in the little farming community where they had worked before

Mr. Sutor is an information specialist for the Florida Department of Commerce. Additional material for this story was contributed by Sidney Brower and Joiee Peskin, also information specialists for the Florida Department of Commerce.



there was no work, no money, and no welcome for them.

The Garcias were only one of thousands of families left stranded without work. And they soon became only one of thousands of families helped out of their plight by Disaster Unemployment Assistance (DUA). Little more than a year old and untried in an agricultural situation of great and immediate need, DUA was translated quickly into some $7.5 million worth of warmth, food, and shelter for the Garcias and nearly 30,000 other migratory and local farmworkers in south Florida.

The series of freezes that struck south Florida early this year could not have occurred at a worse time. They came just when the second winter crop of vegetables grown in the lush Everglades mucklands and their sandy loam borderlands was almost ready for harvest. Combined with a prolonged drought, they dealt a hard blow to the livelihood of area farmworkers. For the migrants, whose home is where the work is, the situation was worse.

The first freeze hit the morning of January 20. Others followed on January 29 and February 15. And, finally, on March 9, cold winds and still another freeze completed the devastation.

Meanwhile, as early as February 1, Governor Reubin Askew and several Federal and State agencies had the situation under close scrutiny, considering measures to take should the human and economic conditions justify action. As almost all agricultural activity stopped, gloomy reports from the Everglades increased.

Workers' Bills Pile Up

At Belle Glade on March 8, migrant leaders told the Florida Joint Legislative Commission on Migrant Labor that some 12,000 Dade County farmworkers had been thrown out of work and were in dire need. They said their people had worked only about 4 days in February and 1 or 2 days during early March. Rudy Juarez, a leader of the Organized Migrants in Community Action, declared that workers' bills had piled up and the trucks they used to follow the harvests were being repossessed by finance companies.

By the second week in March it was evident that extraordinary steps would have to be taken to alleviate the hardships and suffering among the migrants and other farmworkers. Over the weekend the Office of Emergency Preparedness in the Executive Office of the President called a special meeting of the Federal agencies involved in disaster relief to appraise the situation.

Based on their findings and Governor Askew's request, President Nixon on Monday March 15 declared the Florida farm region around and south of Lake Okeechobee a disaster area under the Federal Disaster Relief Act, making jobless farmworkers eligible for unemployment allowances and food stamps. By the following morning, 45 veteran Bureau of Unemployment Compensation professionals from all over Florida arrived in Tallahassee, the State capital, to launch the project. They had been instantly uprooted from their families, communities, and regular duties and some even had to borrow money for the trip. Still, their morale was high.

Staff from both the national office and the Atlanta regional office of the Man-

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power Administration immediately moved in to provide technical assistance and train State employees on taking and processing claims for disaster unemployment allowances. New forms were prepared and procedures were updated and shortened.

In addition to the 45 employees preparing to work in the disaster area, a central office processing unit of more than 50 workers was set up in Tallahassee. It served as the clearinghouse for claims and checks moving among the State Department of Commerce Data Processing Section, the field offices, and the State Comptroller's office.

Two headquarters were established to direct and coordinate the overall operation. One was at the old Richmond Air Base in south Dade County and the other was the office of Florida Unemployment Compensation Bureau Chief George W. Stubbs in Tallahassee.

Because speed was essential, arrangements were made the first day for emergency acquisition of space, printing, equipment, travel, telephone, and personnel.

By Wednesday night, the 45 employees brought in from throughout the State to work in the disaster area were enroute from Tallahassee to their stations. They had instructions to get emergency offices operating as soon as possible. Based on a quick survey of possible concentration points of applicants, seven sites had been selected for emergency offices.

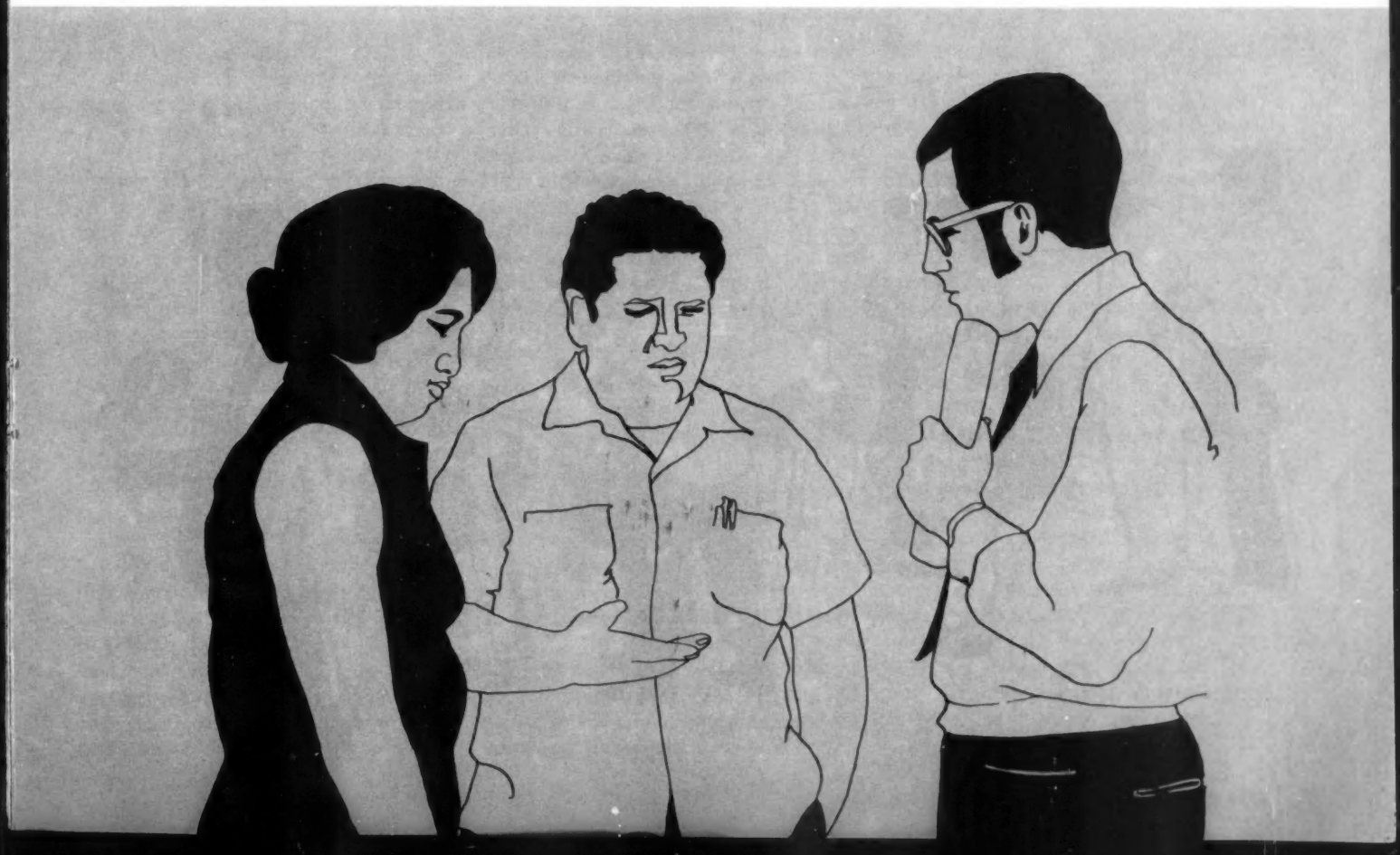
Mainstream Money Helps

The following day, the regional office of the Manpower Administration authorized funds for 1,000 jobs through Operation Mainstream so local governments could hire unemployed farmworkers. These jobs would also serve as a screening device to insure that DUA applicants were willing to accept work. Local authorities had requested the additional Mainstream funds just 2 days earlier.

Meanwhile, the emergency teams were setting up their offices, finding furniture, having telephones installed, organizing supplies, and hiring crew leaders and farmworkers to serve as interpreters and otherwise help out. At 8 a.m. Friday March 19, 4 days after the President's disaster area declaration, trained staffs in the emergency offices began taking DUA claims. They worked straight through to 6:30 p.m., until every applicant in line had been served. The larger offices took about 500 claims each that day. One applicant, a Mexican American boy of 18, was the sole support of 10 younger brothers and sisters.

To get the claims processed in Tallahassee and the checks back to the hungry unemployed as quickly as possible, an airplane was obtained from the State pool. The plane made its first run to the various disaster stations that Friday night, and returned to Tallahassee after midnight with more than 2,000 claims—a trip that was repeated nightly for the first week and 1 to 3 nights a week thereafter until the emergency ended May 1.

Early Saturday morning the Tallahassee central office began processing the claims. In the field offices, the crush continued Saturday and Sunday as word spread through the labor camps that help was at hand. The lines were still long on Monday. More than 13,000 claims were taken



during the first 4 days.

In Tallahassee, verified claims were certified to the State Comptroller's office for payment and checks were written.

Tuesday night the plane delivered 5,101 checks to the disaster stations. By working half the night, the field staffs had them ready to hand out early the next morning to the jobless who had signed up Friday and Saturday. Those who filed Saturday got their checks in a record-breaking 4 days, compared with 14 days for the usual unemployment claim in Florida.

Speed was crucial to the jobless, especially the migrants. Many of them faced eviction from the labor camps or the cutoff of utilities. Landlords and utility companies delayed action when it became apparent allowance payments would be expedited.

Hunger, as well as shelter, demanded speed. One claimant, an 18-year-old mother accompanied by two thin, dirty children, told the interviewer the family had been living in an abandoned automobile for weeks since her husband was jailed for stealing food. As her application was being taken, her 4-year-old son tugged at her skirt. "Mama," he said, "are they going to give us something to eat?"

The interviewer mumbled an excuse and left the desk quickly. Struggling to regain his composure, he thought of his own two healthy happy children at home.

"We didn't give this mother's application preferential treatment," he said, "but we certainly saw to it that nothing delayed it."

Claims Pressure Continues

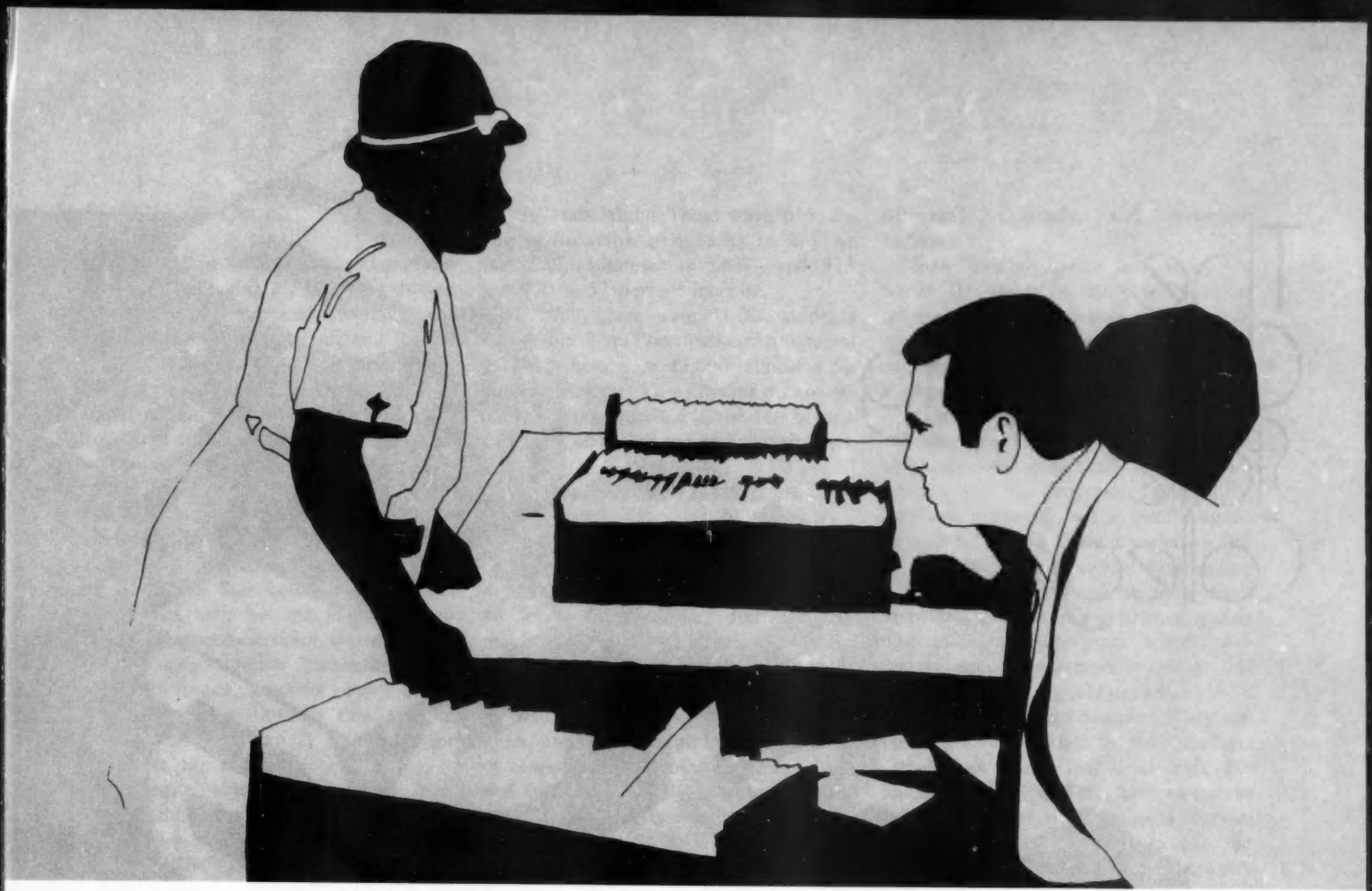
When the family got its check, the interviewer quietly arranged for them to be taken to a grocery store immediately. "Buy them all some ice cream," he whispered to the driver, slipping a bill into his hand.

Despite the heavy volume of claims the first 4 days, the pressure continued. It was impossible to permit field office personnel to return home, except for several who were relieved because of personal crises or extreme fatigue.

A day at the Immokalee disaster office was typical of operations at all seven emergency stations, except that because of inadequate housing at Immokalee the eight unemployment compensation personnel had to stay in Fort Myers, 35 miles away. They left Fort Myers about 6:30 every morning after breakfast and were ready to open the Immokalee office at 8. The lunch period was a staggered 15-minute sandwich affair. For the first 3 weeks, the office stayed open until 6 or 7 p.m. For the remainder of the emergency it closed at 5.

Then, it was back to Fort Myers. After supper the staff worked until 10 or 11 p.m. sorting checks and putting them in each jobless worker's file for distribution in the morning.

Overall, more than 29,000 jobless farmworkers got at least one DUA check during the 9-week—March 1 to May 1—disaster period. Most claimants drew some money for each of the weeks. The maximum weekly payment was $36 and a jobless worker could be employed for up to 20 hours a week before losing part of his benefit. To be eligible, a claimant had to be an agricultural or related worker and had to have been employed in that type of work sometime between Decem-



ber 21, 1970 and March 1, 1971.

In the press of the emergency, a number of knotty eligibility problems cropped up. Some applicants did not have social security numbers, which were needed for accurate identification and efficient processing of claims and recordkeeping. Some claimants who had numbers thought it was all right to lend them to friends and relatives.

One woman had maximum unemployment compensation credits with various construction companies but did not remember working for any of them. She explained that her husband had to have a social security card before he could work so he used hers.

There were applications from four Maria Garcias with the same address but different social security numbers. Thinking this might be one person trying to file four times, a staff member investigated and found that there were, indeed, four Maria Garcias—a mother, daughter, aunt, and sister-in-law.

Another problem was ineligible claimants coming into the area after the emergency was declared and trying to qualify for allowances. It became increasingly difficult to determine whether some applicants were actually farmworkers. Migrant workers given temporary jobs on the staff, crew leaders, and leaders of the Organized Migrants in Community Action helped identify legitimate claimants. During the last 3 weeks of the project, three-fourths of the applicants either were disqualified or did not bother to file after the regulations were explained to them.

Food Stamps Distributed

The scope and complexity of the emergency program are evident in the number of agencies involved. The Social Security Administration supplied information on social security numbers and assigned numbers to those who did not have them. The Florida Division of Family Services distributed $483,000 worth of U.S. Department of Agriculture food stamps and a considerable amount of food to needy migrants. The Rural Manpower Service of the Florida Department of Commerce got 3,000 job orders for the migrants and others. In addition to providing work opportunities, these jobs were used to test the willingness of applicants to accept work.

Cost analyses of the disaster assistance effort are now under way. It is relatively easy to compute the payments paid to claimants, add the administrative and overhead expenses, and come up with an overall cost estimate. It is considerably more difficult to measure the benefits in human terms.

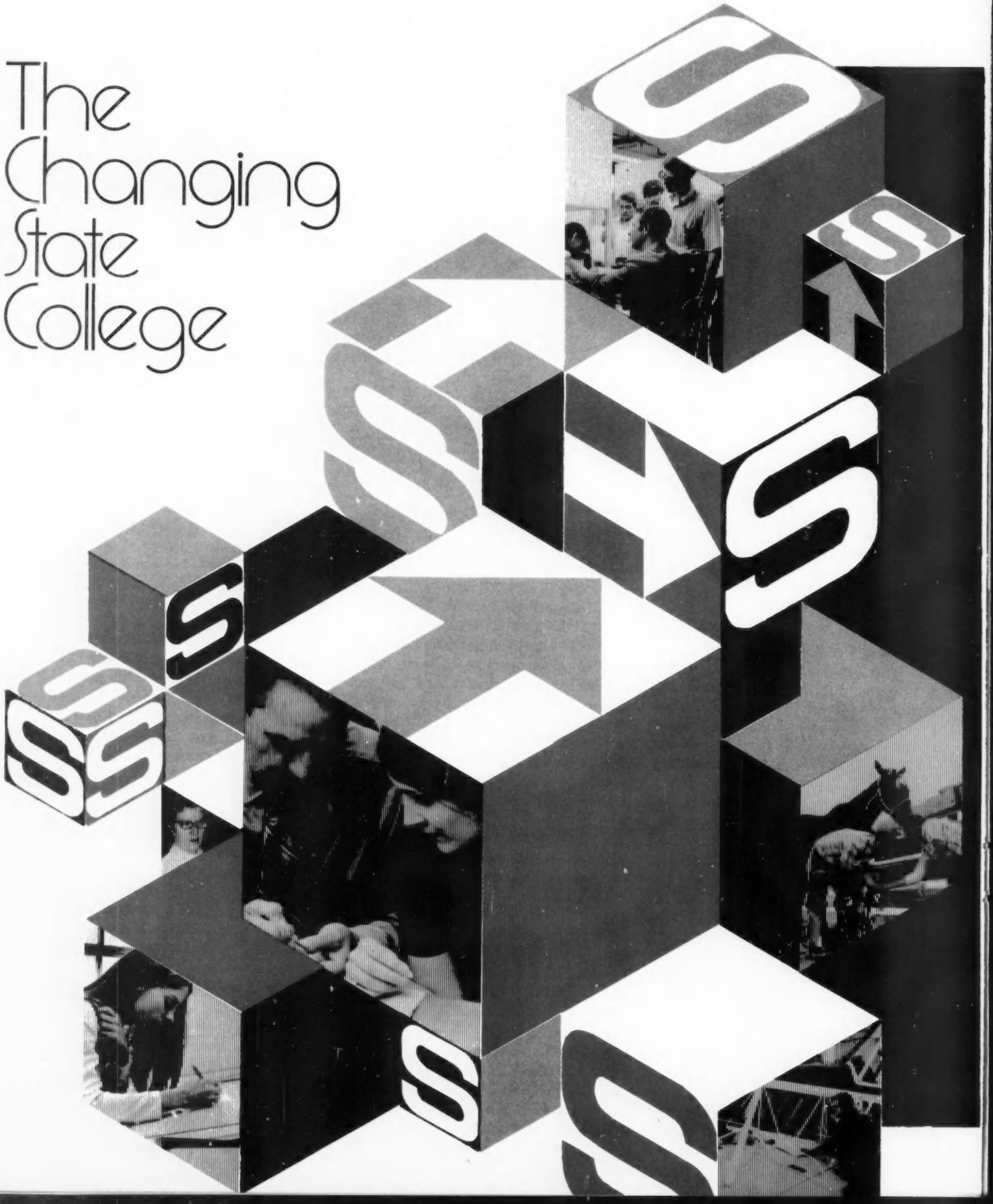
How do you put a dollar value on the suffering and misery that would have occurred had it not been for the emergency assistance?

How do you assess the rapport established with farmworkers, many of whom had been suspicious of a government they considered distant, isolated, and unconcerned with their problems?

How do you compute the good will and mutual understanding developed by the hiring of Mexican American migrants to bridge the language gap between their fellow workers and the government?

These are some of the intangibles. They may defy the principles of cost-benefit analysis, but they too are accomplishments. □

The Changing State College



XUM

By ALLAN W. OSTAR

The modern State college and regional university is making room for the student of dental technology and the student of dancing, the prelaw student, and the industrial foreman. In its classrooms are adults who have changed their occupational minds as well as youth who view college in traditional academic terms.

The decade of the seventies is witness to significant changes in educational values. Curricula essentially unrelated to community needs are yielding to emphasis on occupational preparation and public service. State colleges and regional universities have become major components of regional education systems which are bringing together instruction from preschool through graduate school. These 4- and 6-year institutions now prepare most of the professional manpower for the areas they serve.

Generally, State colleges differ from the usually larger land grant colleges and universities in how and why they were founded. The 118 major State and land grant institutions grew out of several Federal legislative acts, chief among them the Morrill Act of 1862, which offered grants of Federal land to States to establish colleges emphasizing agriculture and the mechanic arts. Today they are among the Nation's leading academic institutions.

Most State colleges, on the other hand, began as schools to educate teachers and have grown into multipurpose institutions. They now educate over 20 percent of all students enrolled in U.S. colleges and universities. And many of them are abandoning earlier goals of becoming replicas of the graduate research centers —into which many of the land grant schools have developed—and are turning to their regions to find new purpose. This is evident in the proliferation of subprofessional studies adopted by State colleges across the country.

Forty percent of the 134 members of the American Association of State Colleges and Universities (AASCU) surveyed recently offer occupational subbaccalaureate courses on main or branch campuses, an increase of 20 schools over a 1967 tabulation. There were 619 career education programs in 4-year AASCU institutions in 1967—and 973 in 1970, a 57 percent increase.

In 1967, there were 31,000 students enrolled in 2-year occupational programs; in 1970 there were 47,000, almost a 52 percent increase. These figures do not include students enrolled in the 169 branch campuses of the 54 major university systems.

What does this mean to the areas these schools serve?

New industries are locating near State colleges to take advantage of the 2- and 4-year programs that train personnel for all levels of operations and decisionmaking. Occupational programs at most State colleges range from instructing students in operating and maintaining equipment to preparing shop supervisors, managers, and engineers. In this way, a bond of cooperation is formed between college and industry, providing a continual work-study basis to serve every level of industrial need.

School Trains for Industry

A case in point is Idaho State University and American Micro Systems, Inc., a California based producer of electronic equipment. Last year the company built a new $5 million plant to employ 550 persons a few blocks from the Idaho State campus at Pocatello to take advantage of the university's multi-level manpower training capability.

The university's School of Vocational-Technical Education last August completed conversion of a school building into a complete miniature factory to train personnel for the company. American Micro-Systems installed $200,000 worth of equipment in the miniature facility.

Training for technicians and production workers began last August. In the first year, the school enrolled 79 people, mostly recruited through the State employment service office. During training the majority of them received living allowances under the Federal Manpower Development and Training Act (MDTA). Ranging in education from the fifth year of college to seventh grade dropouts, the industrial students were mostly women and included blacks, whites, Spanish-surnamed, Orientals, and American Indians.

Their training cycles last 6 to 9½ weeks. By August of this year 74 of the original 79 enrollees completed the training and all but one were hired by the company at salaries ranging up to $575 a month.

Plant manager George Avery said that "without qualification, we consider it a very successful program." The head instructor for the program, John Christofferson, predicted that by next August, he and his staff will have prepared 190 more people for jobs in the plant.

State colleges and regional universities serve best as hubs in a system of education linking together grade school, secondary school, community college, 4-year college, and graduate school as a base for continuing education. They are building career ladders for their students rather than educational dead ends. No longer will most students have to endure rites of passage to a terminal degree. They will be able to drop in and out of school as many times as necessary throughout their productive lives.

Kansas State College at Pittsburg, for instance, has introduced an interdisciplinary program in home economics and business administration preparing students in 2-year programs to become chefs, dining room supervisors, purchasing agents, and to fill similar jobs in food production and management. Two-year graduates who desire to go on from there may later enroll in Kansas State's 4-year programs preparing for such positions as food executives, merchandizing supervisors, and menu-makers.

Career ladder education for nurses, now in critical shortage in many parts of the country, received a boost in North Carolina when the State Legislature passed a law requiring every State-supported college offering a 4-year degree in nursing to admit with full credit student nurses who have graduated from a diploma school of nursing.

Because it is flexible in format, open-ended, continuing education coordinated by State colleges can help develop skilled manpower to meet specific community needs or changes in the regional economy. A comprehensive program of this caliber

Mr. Ostar is executive director of the American Association of State Colleges and Universities.

has been developed at Ferris State College at Big Rapids, Mich. over the past 19 years.

In 1952, Ferris offered only 23 full-time traditional programs. By 1970, in response to community needs, Ferris expanded its program offerings to 87, many of them public service oriented. This was an increase of almost one program a quarter.

More than a decade ago, at the request of Michigan public utilities administrators, Ferris offered the first 2-year preparatory program for sanitation assistants. The program was scorned in some quarters. "What business has a college getting into 2-year professional programs, and especially this one?" critics asked, revealing a bias against campus-centered subprofessional training. The sanitation course, which began with four students in 1957, now enrolls 100 every year. And now 20 such programs, modeled after the Ferris course, are operating throughout the country. Not content with a sub-baccalaureate program, Ferris established a new 4-year degree-granting program in sanitation. It is still the only one of its kind.

Students enrolled in Ferris' environmental health programs are not required to carry a minor study. In their first 2 years they move directly into techniques in environmental sanitation, then broaden into general studies including the chemical theories undergirding environmental health.

The real success of the Ferris instructional program, says college president Victor Spathelf, is that it has resisted the temptation to be all things to all people. "The day Ferris loses this battle, it will quickly become just another State college," he said.

Idaho State is another regional school giving a return on a community investment. Founded in 1901 to help supply the State with trained manpower, Idaho State has undergone vast diversification in its offerings and today is a comprehensive institution comprising two huge complexes of vocational education and liberal arts.

One of the university's goals is to remove the barrier between academic and vocational study.

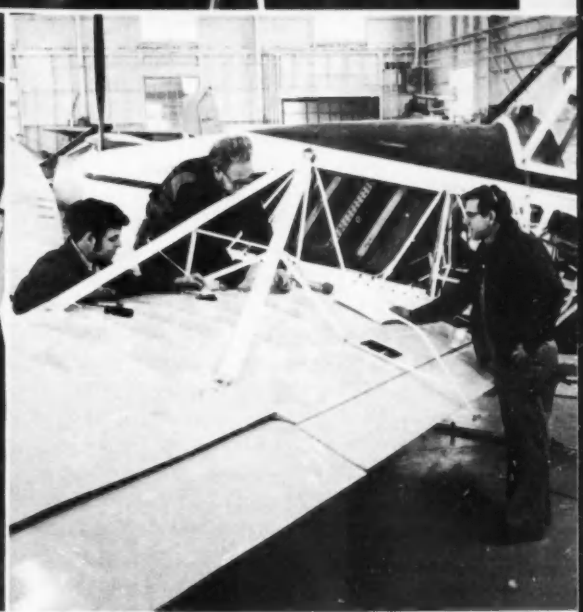
Idaho State's 1970 homecoming queen, Vicki Lynn Ward, is a drafting and design student in the university's School of Vocational-Technical Education.

A screen microscope is demonstrated by Allen Penny, an optical engineer, for eight Idaho State students taking a special 12-week course to prepare them to be supervising technicians at the nearby American Mirco Systems plant. The students, all vocational-technical graduates of Idaho State, attended the course under $1,000 scholarships from American Micro.

Student Peggy Andrus benefits from John Ekster's experience and skills as a dental technician in the course on lapidary techniques (stone cutting and polishing) he teaches in the Ferris State College Community Adult Education program.

Instructor Don Applegate (right) gives some advice to students Boyd Schvaneveldt and Cecil Lish (left) during a summer horseshoeing course offered by Idaho State as part of its continuing education program.

Adult education drawing and painting classes at Ferris State are popular with senior citizens, who get a reduced fee. Here Alfred Jones works on a drawing while instructor Theresa McGeady comments on Mrs. Glenn Sands' work.



Airframe mechanics students Len Scott (left) and Cody Kelsey work out a problem with the help of instructor Ken Medley (right). Idaho State's aircraft mechanics program is divided into two 9-month courses—airframe and power plant. Classes are held at the Pocatello airport.

"Idaho State is breaking down the stigma that everyone has to have a baccalaureate degree to be worth a damn," says Donald Kline, the school's executive director for higher education. "Our auto service department, for example, prepares a student to manage a station. We train him to manage employees, repair cars, keep books. In short, to do it all."

Kline describes Idaho State as a "training-retraining kind of school." Auto service students are encouraged to keep up with rapidly changing automotive technology. Many former students have returned to take the university's new course in diesel mechanics.

Students going into auto service courses are tested to find out how much they know. "If a student already knows something in the program, he's advanced immediately into other areas of study," Kline says. "Many students master in 4 months a course originally designed for 11 months."

Idaho State's occupational education ties in with basic studies. A student with a math deficiency learns the subject faster when he finds out he is not going to be pressed into remedial or other formal study that may have inhibited him in the first place. "When we relate math to a student's real interest, like determining spark plug ratios, he picks it up fast," Kline says.

The school's adult study program operates on the same premise. Many adults have a mental block against going back to high school. "They come to us and we call their program a prevocational school—but it's going to college. When an adult finds himself on a campus, he feels he's going ahead and he usually does very well," Kline points out.

Kline recalls a man who read at a second grade level and was embarrassed by his children's requests to read to them. "He came to Idaho State with tears in his eyes. Four months later, this man was busily preparing for his General Education Development examination for his high school diploma. Once we got him, there was no stopping him."

Americans still cling to the outmoded idea that academic careers offer more status and economic security than occupational or technical careers. If occupational programs are to attract greater numbers of students, society must accord these programs greater status. Part of the status hangup can be eliminated by offering both occupational and academic programs in single comprehensive 4-year institutions like Ferris and Idaho State instead of segregating students by type of institution. This would also bring greater mobility and freer program choice based on changing interests and needs.

Nationally the need for occupational training at the college level has never been greater. The Department of Labor predicts that by 1980 the Nation's labor force will reach 100 million, an increase of about 14 million from the current level. If this is to be a quality labor force, we must increase substantially the number of high school graduates and college graduates.

New Approaches Tried

Forecasts indicate that in the years ahead there will be shortages of environmental and nutritional chemists, educational counselors, dieticians, physicians, urban engineers, urban sociologists, optometrists, and architects. State boards of education are already prodding colleges to prepare people to fill vacancies caused by the normal turnover of nurses, veterinarians, physical therapists, medical librarians, speech pathologists, X-ray technicians, and paraprofessionals in many other occupations.

In most cases the major universities will handle the unforseeable technology and science now in embryo. State colleges will make their most significant contribution by adapting curricula to educate people to implement change. Essentially, the State college will become the practical educational link in a society overwhelmingly technological in its character—a society that must balance obsolescence and innovation.

To play this role, State colleges already are experimenting with new instructional approaches. They are reducing the 4-year baccalaureate program to 3 years and developing new colleges without walls that give credit for many kinds of off-campus study and practical experience.

State colleges can be expected to strengthen 2-year occupational programs and place them in the context of career ladders which extend through graduate school and beyond. They also will continue to develop work-study ties with government, business, industry, and the professions to stimulate educational cross-fertilization.

As education in the last decades of the 20th century increasingly becomes an extension of technological requirements for employment, colleges may abandon the concept of terminal degrees altogether. Instead, they may adopt the system designed by the California Chancellor of Higher Education, Glenn S. Dumke, and make greater use of advanced placement of high school students showing vocational aptitudes; examinations that allow students to eliminate repetition of study; comprehensive examinations rather than a tally of academic credits; and extension programs with televised instruction, correspondence courses, and other self-study techniques combined with intensive short courses on campus.

As students find colleges narrowing the gap between life and the classroom, the number of dropouts will decrease. The very notion of dropping out may take on a new connotation as college work becomes discontinuous—as people go to college when they want to or when their jobs require it.

Changing modes of society require a changing role for State colleges and universities. As they change, however, they must maintain an essential diversity. We need research-oriented institutions fitting Cardinal Newman's view of the university as a sanctuary for scholars and as a nation's cultural repository, but we also need State colleges capable of educating to meet public necessities. Occupational training at subprofessional and professional levels as part of a system of continuing education must take its rightful place beside more traditional academic pursuits as a principal style of higher education.

Americans were the first to adopt "what works is right" as a life style. The State college epitomizes utility in American higher education. What the public needs is "right" as an educational objective—and that's the business of the State college. □

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ON STAGE: THE UNION WORKER

Despite rumors to the contrary, pride in work is still alive and well and being passed from generation to generation in America.

Union members made this abundantly clear as they talked about their trades and demonstrated their skills at the Smithsonian Institution's Festival of American Folklife in Washington, D.C., this summer. Leading off a 6-year plan to highlight union labor at the annual event on the Mall, the members of five unions set up shop on the greensward across from the Washington Monument and showed off the skills they use to build, entertain, feed, and clothe America. And thousands of people came to listen and to watch.

At the snowfence around the platform where Lavor Taylor of Ephraim, Utah, sheared sheep, there were small children with eyes riveted to the precious openings between the slats. Crowds of grownups gathered behind them to see Taylor take an unbroken blanket of wool off a sheep in 4 minutes flat.

When Taylor—now 75 years old—was in his heyday he sheared as many as 272 sheep in 1 day, and it took him only a minute for each animal. He said he still holds the world's record of 22,500 sheep clipped in a single season. In honor of this accomplishment his union, the Amalgamated Meat Cutters and Butcher Workmen of North America, awarded him the diamond-studded pin he proudly wears.

To clip sheep at the festival, Taylor supported himself in an elastic sling suspended from a crossbar. This took some of the strain off his body as he maneuvered animals weighing as much as 300 pounds. Shearers did not use such devices when he was in his prime, he told festival audiences. "This thing was developed for young men," he said. "Us older ones are already broke in—and some of us are broke down." Taylor was obviously in great shape, however, as he skillfully lifted and turned the sheep.

Shearing is fascinating and rewarding work, he said, and also something of an art. The shearer must take care not to cut a sheep when he removes its coat and must leave some stubble on the hide to protect the animal against freezing

Sidewalk superintendents got a close-up view of young ironworkers erecting a two-story steel skeleton.

Folk Festival visitors watch Val Hamer make a small bottle by blowing melted glass into a mold held by Thurman Wade, who clipped each bubble of glass to separate the completed bottle from the blowing tube. Both men are members of the Glass Bottle Blowers Association. Union members, who fashioned a variety of small bottles, explained that most glass now is made by machine, but they study and practice hand blowing to keep the craft alive.

Lavor Taylor shows how he earned the title of world's champion sheepshearer. Taylor removes a solid blanket of wool from each sheep in 4 minutes—and leaves the sheep no worse for the wear.

More than 50 years of experience goes into Max Cullen's deft carving of a piece of beef.

Now rated by his colleagues as one of the best cake finishers in the country, Milton Summers started as a porter in a bakery. He decorated the cake for President John F. Kennedy's inaugural.

XUM

to death in snowstorms on the range. Taylor, now retired, traveled through the West from February to August each year in pursuit of customers and was paid 60 cents a head. In the wintertime, Taylor worked in a barber shop.

Hand shearing of sheep still has no satisfactory substitute, Taylor said. Because he is anxious to keep the craft alive he gives free lessons to young men in his home county. It takes 3 years' experience, he said, before a novice works up enough speed to make shearing a gainful occupation.

At a nearby booth, economy-minded housewives watched closely as Max Cullen deftly extracted a boneless roast and four choice steaks from a Boston pork shoulder. He ground the leftovers and gave them to Bill Mosca, a fellow member of the Amalgamated Meat Cutters, who demonstrated oldtime sausage-making techniques.

Farther down the Mall, sidewalk superintendents had a field day as they watched members of the International Association of Bridge, Structural and Ornamental Iron Workers put up and take down a two-story steel skeleton several times a day. To the delight of festival crowds, the ironworkers shinnied up vertical girders and showed off such skills as "plumbing up," "bolting up," and "walking the iron." When they finished, they talked to crowds lining the fences around their display and told them what it's like to be an ironworker.

All but one were young journeymen who had recently completed their apprenticeships. They came from various parts of the country and were selected for their excellence in the trade. The exception was 74-year-old Henry Hanitsch of New York City, who retired 9 years ago. Young and old, they agreed that being an ironworker gets in the blood and is the best of all possible jobs.

Michael King, a 22-year-old from Birmingham, Ala., said one of the great attractions of the work is its variety. He completed his 3-year apprenticeship last year and since then has built ship keels, crane runways, the understructure for signs, and is now working on what he calls a "700 ton of iron" building construction job. To become an ironworker, King had to resist the urgings of his ironworker father to attend college. He's glad he did.

A number of the other journeymen at the festival had made the same choice. Glenn Harston quit after a year of college when he learned from the Chicago Urban League of opportunities opening up for blacks in the building trades. He found his apprenticeship rough at times—as it should be, he said, because ironwork is demanding and the safety of each man depends heavily on the skills and practices of his fellow workers. On a number of occasions his father talked him out of quitting his apprenticeship. Now 23 years old, he makes $8.85 an hour, loves the work, and is good at it. About the only time he regrets his choice of an occupation, he said, is when the weather is bitterly cold, he is 50 or 60 stories off the ground, and wrestling with an icy, 20-ton steel beam.

As the young journeymen scrambled over the iron, oldtimer Hanitsch stayed on the ground and talked to onlookers about the trade in his day. He began as an apprentice in 1915. "There were no hard hats then," he recalled. "They came in only about 20 years ago. To protect our heads from such things as falling tools we wore derby hats stuffed with newspaper." Hanitsch said he had worked in both construction and demolition and had helped remove the elevated railways in some of the Nation's largest cities.

While Hanitsch reminisced the sweet smells of fresh bread and cakes wafted out from the long tent where members of the Bakery and Confectionery Workers' International Union of America were hard at work. A star performer there was Milton Summers, whose first bakery job was as a porter. Today he is one of the best cake finishers in the country, according to his fellow unionists, and is probably most noted as the decorator of President John F. Kennedy's inaugural cake.

Audiences surrounding the bakers' tent were told that the trade has difficulty attracting young people. Perhaps, the bakers said, their craft has not been "glorified enough." Another deterrent appears to be the hours: Bakers customarily start work at 3 or 4 a.m. and often work Saturdays and Sundays. But they noted that there are great advantages in being a baker—the creative satisfaction in working with one's hands and salaries and benefits which are generally good.

In the evenings, the American Federation of Musicians and the Music Performance Trust Fund sponsored rock concerts, banjo music, a hootenanny, an Ohio string band, and other music. And several times each day, hundreds of people sat on the grass and listened to Utah Phillips, a folksinger from Utah, tell American labor's history in songs such as *Bread and Roses*, which was inspired by a mill girl's banner in a 1912 textile workers' strike:

As we come marching,
marching, we battle too for men,
For they are women's children,
and we mother them again.
Our lives shall not be sweated
from birth until life closes;
Hearts starve as well as bodies;
give us bread, but give us roses!

Other songs that Phillips sang came from early days on the railroads and in mines and on cattle ranches. After one of his concerts, a teenage girl asked a young ironworker at the edge of the crowd if he sang when he was up on the iron. She seemed a little disappointed when he smiled gently and said, "No." □

Publications

Following is a selected list of publications on manpower and related matters. Single copies of Manpower Administration publications for which no price is indicated can be obtained free by writing or telephoning the Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210. Requests for copies of other free publications listed should be sent directly to the source indicated at the following addresses: Women's Bureau, U.S. Department of Labor, Washington, D.C. 20210; Bureau of Labor Statistics, U.S. Department of Labor, Washington, D.C. 20212. In some instances the address is included in the listing. Please enclose a self-addressed label with all requests for free publications. For publications not available free, write the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, and enclose payment.

Interviewer's Handbook for Selection and Referral to Training and Placement

Revised Manpower Administration handbook combines guidelines for selection and referral of applicants to training and job opportunities with detailed information on training programs. $1.00.

Unemployment Insurance Flyers

Individual Manpower Administration flyers discuss purpose and various aspects of unemployment insurance programs for Federal workers and for ex-servicemen.

The Job Bank

Manpower Administration booklet tells about computerized Job Banks and the way they are transforming the process of bringing people and jobs together. 15 cents.

BLS Data Bank Files and Statistical Routines

Describes data and analytical routines Bureau of Labor Statistics is prepared to offer for distribution to research community to facilitate economic and social research.

Toward the Ideal Journeyman

A five-volume Manpower Administration monograph based on Purdue University research study *Educational and Training Adjustments in Selected Apprenticeable Trades* completed in 1969.

Vol. 1 An Optimum Training System in Apprenticeable Occupations
Presents overall scope of the study, brief description of the research tools, and general findings and recommendations. Includes model training system to produce the "ideal journeyman" which should prove a handy tool for manpower training and development planners. 25 cents.

Vol. 2 The Training System in the Pipe Trades. 35 cents.

Vol. 3 Apprenticeship Training in the Machinist and Tool and Die Maker Trades. 25 cents.

Vol. 4 The Training System in the Printing Trades. 25 cents.

Vol. 5 High School Students View Apprenticeship. 20 cents.

Job Corps Recruitment Brochures

Manpower Administration brochures, mainly pictorial, for use in recruiting for Job Corps.

Job Corps: What It's All About
You Can Help Them
Guide for social service workers, community and church leaders, school teachers, guidance counselors, juvenile court officials
You Can Help Him (English and Spanish)
For parents
You Can Help Her (English and Spanish)
For parents
You Can (English and Spanish)
For men
You Can (English and Spanish)
For women

A Brief History of the American Labor Movement—1970 Edition

Bureau of Labor Statistics authoritative account of trade unionism in the United States, with chronology of major events in labor history. $1.00.

Years of Decision—Volume I

Manpower Administration report sets stage for 5-year study of labor market behavior of young women in U.S. who were 14 to 24 years of age in 1968. Based on interviews conducted in early 1968, analyzes present status and attitudes of the young women in relation to labor market, as well as their prior work and educational experiences, and plans for future. $2.00.

Women—Their Social and Economic Status, Selected References, December 1970

U.S. Department of Labor library bibliography presents very selective list of publications that treat various aspects of social and economic status of women, primarily with reference to U.S. Each listing is followed by symbols representing library where publication is held. Available from Women's Bureau, U.S. Department of Labor.

Know Your Rights

Women's Bureau pamphlet describes legal rights and responsibilities of women both as homemakers and as career women. Also discusses wife's situation when marriage ends through death of husband, separation, or divorce. 15 cents.

Compliance, Enforcement, and Reporting in 1970

Labor-Management Services Administration booklet reviews in detail experience under Labor-Management Reporting and Disclosure Act for year ending June 30, 1970, in areas for which Secretary of Labor is responsible, and discusses significant actions in private suits brought under the act. $1.00.

Work Injuries in Atomic Energy, 1968

Third in series of studies prepared by Bureau of Labor Statistics for Atomic Energy Commission to determine incidence of disabling work injuries in privately owned and operated establishments in atomic energy field.

Admission and Apprenticeship in the Building Trades Unions

Labor-Management Services Administration booklet discusses current national union requirements for apprenticeship and admission as journeymen in craft unions in building trades, standards set forth in apprenticeship programs approved by U.S. Department of Labor, and impact of Federal court decisions in this area. $1.00.

Employment and Earnings, United States, 1909-70

Bureau of Labor Statistics 628-page comprehensive data book presents detailed industry statistics on Nation's nonagricultural work force. Includes monthly and annual averages on employment, average weekly and hourly earnings, average weekly and overtime hours, and labor turnover rates. Presents seasonally adjusted data for number of these series and indexes of aggregate weekly man-hours and payrolls. Includes tables on spendable average weekly earnings and average hourly earnings, excluding overtime. Bulletin 1312-7. $4.25.

Directory of National and International Labor Unions in the United States, 1969

Biennial Bureau of Labor Statistics bulletin. Part I lists national and international unions. Part II gives (1) brief summary of significant developments in labor movement between 1967 and end of 1969; (2) review of structure of labor movement; and (3) findings of survey of union membership and functions. $1.25.

Optometry, Careers With Vision

American Optometric Association booklet discusses shortages of optometrists, describes their daily work, and names some of the opportunities the field offers to young people. Devotes a page to each school of optometry, with admission requirements and other details. Makes special reference to careers in optometry for women. Available free from American Optometric Association, 7000 Chippewa Street, St. Louis, Mo. 63119.

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manpower – word of many meanings

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